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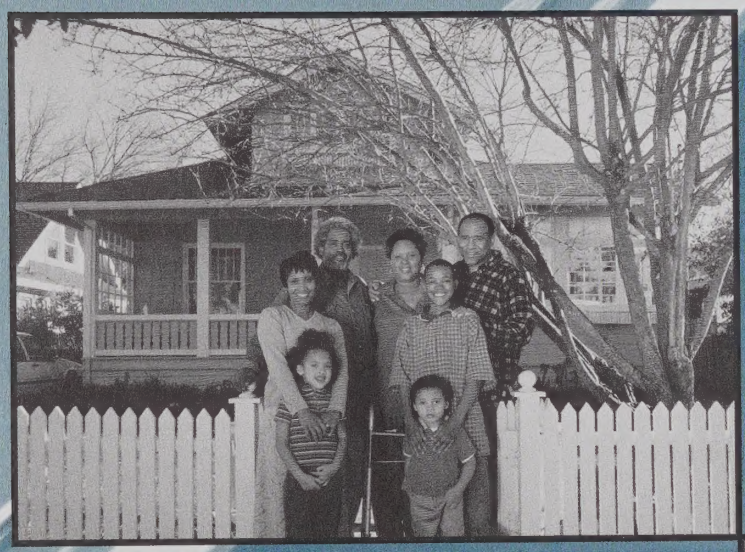
Building Sustainable Communities: Housing Solutions for Silicon Valley



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Prepared for:
Silicon Valley Manufacturing Group and Greenbelt Alliance
by Strategic Economics

November 1999

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The Silicon Valley Manufacturing Group and the Greenbelt Alliance wish to thank the following sponsors for their support of this report:

- The Association of Bay Area Governments
- The Santa Clara Valley Transportation Authority
- Fannie Mae
- Mid-Pennisula Bank

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HOUSING SOLUTIONS BACKGROUND

WHAT WE ARE TRYING TO ACHIEVE?

During the past five years Silicon Valley has experienced unprecedented levels of employment growth. Such rapid job creation is a very positive sign that this region's economy, which was losing jobs at an alarming rate only seven years ago, is extremely resilient. However, the flip side of this good news is that the region has not been able to produce anywhere near enough homes to support its expanding work force. This housing shortage has become an especially major concern for the region's business and environmental interests. Companies are having trouble recruiting and/or retaining workers due to limited housing choices and high costs, and environmental quality is being threatened by many factors including deteriorating air quality from extended commutes and increased pressure to develop open space and farmland.

The Silicon Valley Manufacturing Group and Greenbelt Alliance have forged a strong partnership to increase housing production within Silicon Valley in a manner that addresses both business and environmental concerns. These two groups are strongly committed to the goal of accommodating new housing needed to meet both current and future demand within the region. Both recognize that the prospect of an ever-expanding urbanized area is neither a sustainable nor an acceptable way to solve the housing crisis developing in Silicon Valley.

WHAT INFORMATION IS INCLUDED IN THIS REPORT?

This report presents a comprehensive inventory of vacant and underutilized land available for housing development within Silicon Valley's 21 core cities, and calculates the total number of housing units that could be built on this land based on current local land use policy and market conditions. Land supply is the primary focus of this report; without housing sites no new homes can be built regardless of demand. Housing yield (the number of houses that can be built on any given parcel of land given current regulatory and market conditions) is equally important to understanding the implications of the land supply. In addressing the region's housing shortage, land for residential use is only as "valuable" as the number of houses that it can support.

In assessing the magnitude of both the current land supply and potential housing yield in Silicon Valley, it is important to remember that both numbers are somewhat elastic. Housing yield could be either increased or decreased based on changes in market demand and/or zoning or general plan land use designations that establish allowable densities (i.e., units per acre) for residential development. Similarly, the utility of reuse sites for housing production depends on market forces and land use policies indigenous to the cities of Silicon Valley. The ultimate yield of reuse sites may also be limited by such factors as financing, market acceptance of more compact housing product, and the perceived or real risks associated with residential redevelopment and intensification. The land supply and housing yield information included in this report are based solely on existing local land use policies and, to a lesser extent, market conditions.

WHO IS SPONSORING THIS EFFORT?

Two previous land supply inventories for Silicon Valley have been conducted by the Silicon Valley Manufacturing Group (SVMG), one in 1980 and the other in 1994. This third update is being jointly sponsored by SVMG and Greenbelt Alliance, with funding provided by the Association of Bay Area Governments (ABAG) and Santa Clara Valley Transportation Authority (VTA). This partnership between SVMG and Greenbelt Alliance is a prime example of the new types of relationships that must be formed across this region if there is to be any real progress in addressing the need for new homes. Innovative solutions will come out of innovative collaborations and the ability of different interest groups to come together to focus on their shared goals, vision and values for the future.

Silicon Valley Manufacturing Group was created 21 years ago by David Packard and other leaders in the high-tech industry as a constructive, coalition-building force for Silicon Valley. Working together with business, civic, environmental, and labor leaders, and government officials, the Manufacturing Group has tackled major public policy issues affecting the economic health and quality of life in Silicon Valley.

Greenbelt Alliance is the Bay Area's leading land conservation and urban planning non-profit organization. Founded in 1958, Greenbelt Alliance is dedicated to both protecting the region's greenbelt of open space and making our communities better places to live. Over the years, the organization has helped save such greenbelt treasures as farmlands and hillsides in Santa Clara and Sonoma Counties, the San Mateo County coastline, redwood forest lands above Los Gatos, Pleasanton Ridge, Napa Valley and Angel Island. At the same time, Greenbelt Alliance has been a vocal advocate

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for more city-centered development and revitalization of older communities. Beginning in 1990, Greenbelt Alliance became the first regional environmental organization to actively endorse model infill housing developments as part of an ongoing effort to promote positive alternatives to costly sprawl. To date, the group has endorsed 55 developments that will provide 27,000 new housing units when built.

HOW ARE WE DEFINING "SILICON VALLEY"?

In previous land inventory reports conducted by SVMG, the "Silicon Valley" was defined as the 15 cities in Santa Clara County. However, as the regional economy has grown, there is recognition that the businesses comprising the core of the Silicon Valley economy can now be found in an area expanding beyond the boundaries of this one county. Therefore, for purposes of this report, Silicon Valley has been defined as the 15 cities in Santa Clara County, the three southern-most cities of Alameda County (Fremont, Newark, and Union City), and the three southern-most cities of San Mateo County (East Palo Alto, Menlo Park, and Redwood City). Thus, this report presents land supply information for the 21 cities that are now considered to be the core of Silicon Valley.

WHO PARTICIPATED IN PRODUCING THIS REPORT?

Many people have assisted the Manufacturing Group and Greenbelt Alliance in producing this report. A Housing Solutions Steering Committee composed of elected officials, business representatives, and other key stakeholders met five times to discuss issues related to land supply and housing production in Silicon Valley, as well as to review drafts of this report.

Staff members from each of the 21 cities have also provided invaluable assistance in collecting land supply information, reviewing housing density assumptions, and providing examples of innovative housing solutions in their communities. While a full list of participants in this study is included at the end of this report, it is important to emphasize that all of the 21 cities have been actively involved in reviewing the data presented below. A preliminary draft of the vacant land maps and potential housing unit yield estimates was sent to planning staffs for their corrections and feedback. Overall, the involvement of planning staffs in shaping the content and focus of this report has proven invaluable in identifying housing-related issues of local importance as well as those of regional significance. Their input also included some useful suggestions for making future Housing Solutions Reports as timely and meaningful as possible.

Other experts familiar with a wide variety of infill housing issues were also interviewed for this report. Their input, as well as the professional experience of the consultant team who wrote this report, was essential in integrating the implications of the land supply information, and in developing appropriate recommendations for future actions.

REPORT CONTENTS

This report includes six major sections. **Setting the Context** provides background information regarding population, employment, and housing production trends and projections. **Land Supply** presents the inventory of land available for future residential development in Silicon Valley and the likely housing yields this land could support. **Findings and Conclusions** shows key findings from the trends analysis and the land supply inventory. **Recommendations for Future Actions** outlines actions Silicon Valley communities can take to increase the region's housing supply while maintaining a sustainable level of overall regional growth, and provides case studies to demonstrate how these actions have worked in practice. **City Land Supply Maps** show vacant parcels and general reuse areas for each of the 21 Silicon Valley Cities. **Appendix A: Innovative Housing Solutions** includes case studies submitted by some of the participating cities illustrating innovative approaches these cities have used to stimulate housing production.

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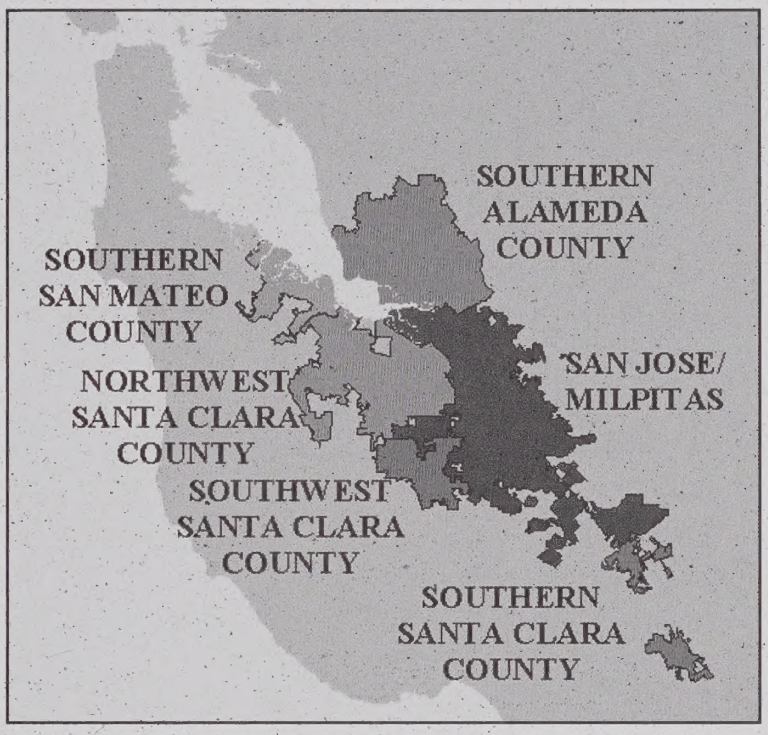
SETTING THE CONTEXT: POPULATION, JOBS AND HOUSING TRENDS

The following discussion examines the magnitude and location of population, employment and housing production growth trends and projections within Silicon Valley to identify where the region's growth has and will continue to occur. An understanding of the region's land supply must take into account the current job growth rate, which far exceeds the rates of population and housing growth, as well as the fact that jobs and housing are not being produced in the same locations. Because this report is focusing on accommodating housing production as close to job growth as possible, it is important to know where job and population growth are likely to concentrate relative to available land supply. All trends and projections are based on ABAG's Projections 98, which was the most recent projections series available at the time this report was being written.

Because Silicon Valley encompasses such a large area, the 21 cities included in this analysis are divided into the following six sub-regions:

- Northwest Santa Clara County - Cupertino, Los Altos, Los Altos Hills, Mountain View, Palo Alto, Santa Clara, Sunnyvale
- San Jose/Milpitas
- Southwest Santa Clara County - Campbell, Los Gatos, Monte Sereno, Saratoga
- Southern Santa Clara County - Gilroy, Morgan Hill, unincorporated Santa Clara County (which is located primarily in the southern part of the County)
- Southern Alameda County - Fremont, Newark, Union City
- Southern San Mateo County - East Palo Alto, Menlo Park, Redwood City



SUMMING UP THE CONTEXT

Although Silicon Valley as a whole has had significant increases in population, employment, and housing production over the last 20 years, job creation has increased more rapidly than housing production, especially in the last decade. In addition, job concentrations and housing concentrations are clustered in different parts of the region. These "job-rich" areas, like northwest Santa Clara County, have a more compact (defined in terms of units per acre) residential land use pattern and have produced a higher share of multi-family housing than the "housing-rich" areas. However, job growth in these areas over the past two decades still exceeded housing production by significant amounts, creating a large imbalance between housing demand and supply. Over the next 20 years, housing demand will remain strong and will continue to be concentrated along with jobs in the region's Northwest, namely southern San Mateo and northwest Santa Clara Counties.

- While 2 jobs were created for every new home in Silicon Valley during the 1980s, approximately 3 jobs have been created for every new home in the region during the 1990s.
- Over 70 percent of Silicon Valley's total employment growth during the past 20 years has occurred in the job rich areas of northwest Santa Clara County, north San Jose, and southern San Mateo County.
- The job-rich sub-region of northwest Santa Clara County produced 2 jobs for every new home built during the 1980s, but approximately 9 jobs for every new home built in the 1990s. Southern San Mateo County produced 0.7 jobs for every new home in the 1980s, but an estimated 7 new jobs for every new home built in the 1990s.
- Over the next 20 years between 66 and 72 percent of housing demand will be in San Jose/Milpitas and northwest Santa Clara County, the same areas projected to capture approximately 67 percent of Silicon Valley's total new job growth.

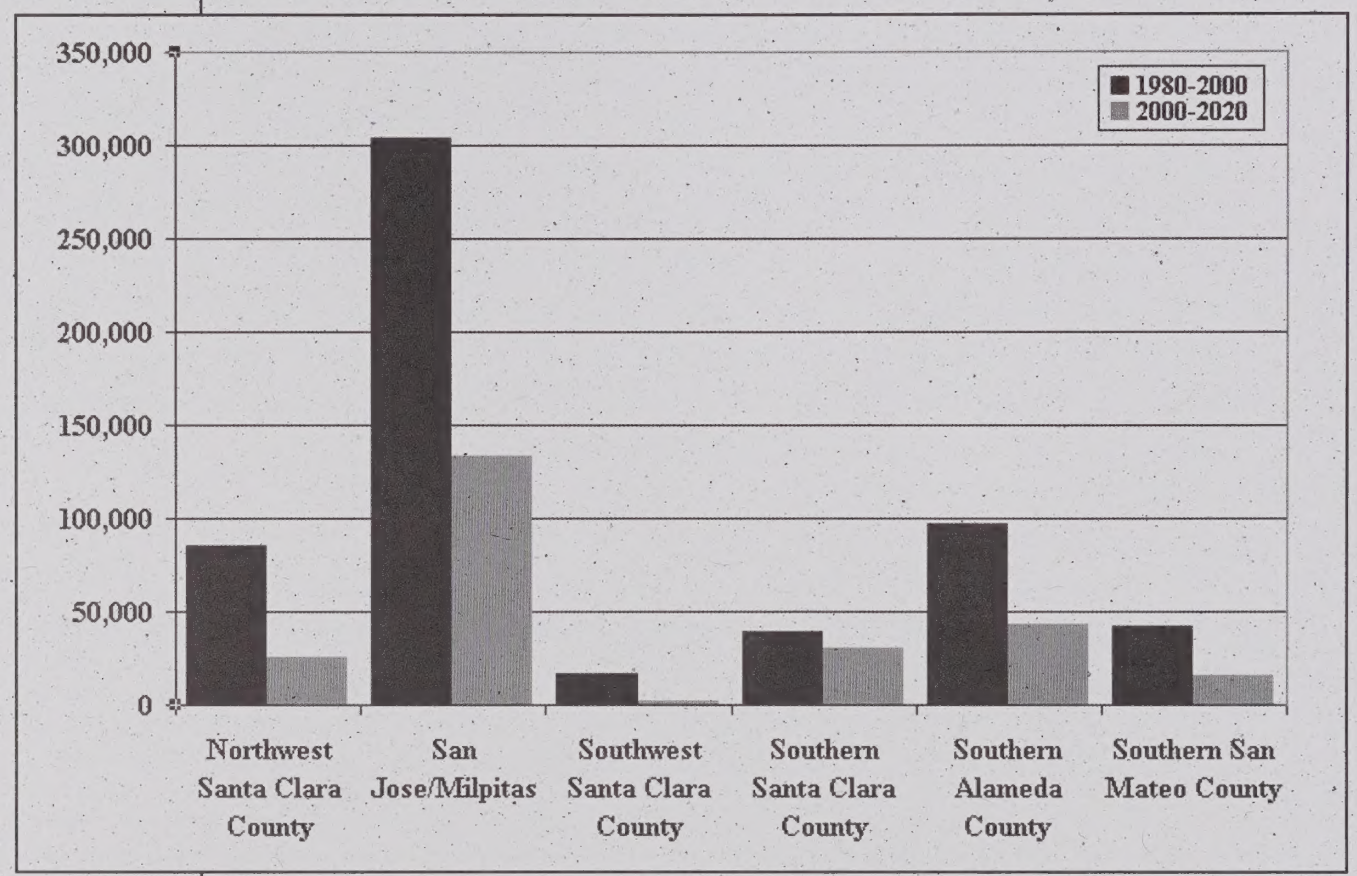
POPULATION GROWTH TRENDS AND PROJECTIONS

ABAG estimates that the number of residents in the Silicon Valley will have increased by about 36 percent between 1980 and 2000, from 1.6 million to 2.2 million people. The Valley's population increased by almost the same amount from 1980 to 1990 (285,053 people) as it is projected to do from 1990 to 2000 (299,346). Almost 60 percent of the Valley's 1980 to 2000 population growth occurred in the two five-year periods from 1985 to 1990, and 1995 to 2000.

The San Jose/Milpitas sub-region has consistently captured just over half of the total population growth for the region, though according to San Jose City staff much of San Jose's housing growth has been concentrated in the southern part of the City. Other communities in Santa Clara County have also absorbed an increasing share of new residents. Most notably, northwest Santa Clara County had almost as much population increase in the 1990s as southern Santa Clara County and southern Alameda County combined.

ABAG population projections show that for the upcoming two decades the population growth of Silicon Valley is expected to slow down. Overall, the Valley's population is projected to increase by about 11 percent between 2000 and 2020, with 7.4 percent growth between 2000-2010, and 3.6 percent growth between 2010-2020. The cities expected to experience the most dramatic population increases between 2000 and 2020 are Morgan Hill (30 percent) and Gilroy (35 percent) in southern Santa Clara County, and Fremont and Union City in southern Alameda County.

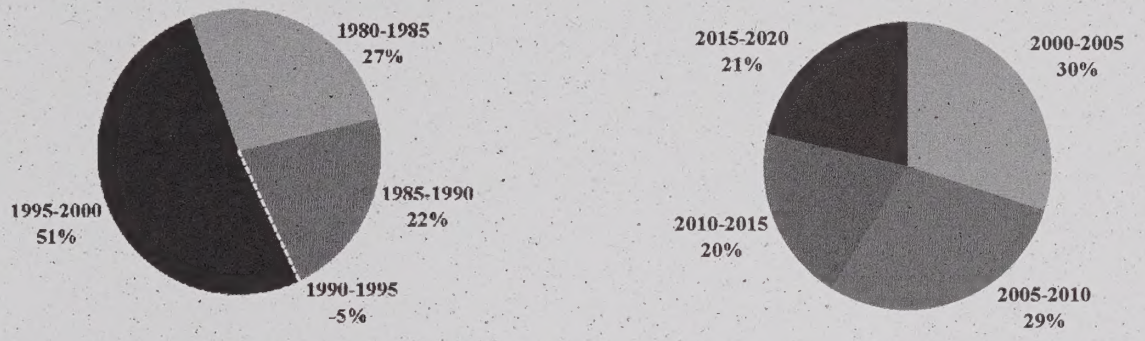
SILICON VALLEY POPULATION GROWTH 1980 - 2000



OVERALL EMPLOYMENT GROWTH TRENDS

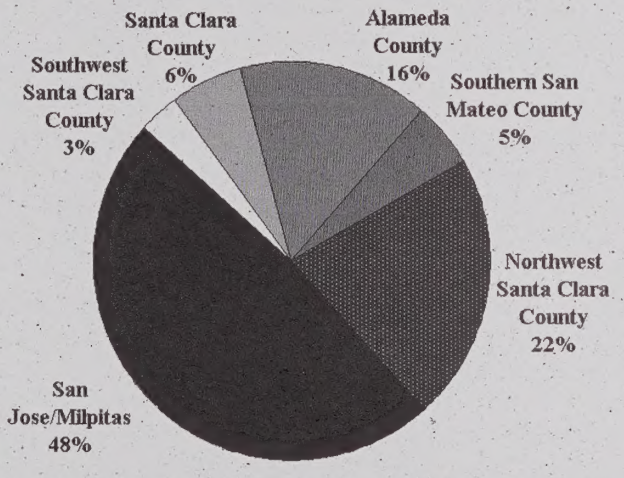
Overall employment in Silicon Valley grew by 48 percent between 1980 and 2000. This represents a total projected net increase of approximately 415,000 jobs, including replacement for the 22,000 jobs the region is estimated to have lost between 1990 and 1995. Over one-half of all jobs added in the region over the past two decades were created in the five-year period from 1995 to 2000. ABAG estimates and projections for employment in Silicon Valley indicate that the incredible job growth currently being experienced will taper off considerably in the decade ahead. Employment growth is expected to slow even more between 2010 and 2020, down from 6.2% growth between 2005-2010 to 4.0% for 2010-2015, and 4.2% for 2015-2020.

EMPLOYMENT GROWTH TRENDS 1980 - 2000



From 1980 to 1985 San Jose and northwest Santa Clara County captured almost 70 percent of total job growth in the Silicon Valley. In contrast to housing growth, most of San Jose's employment growth has been in the City's northern areas. During the late 1980s it appeared that this high degree of job concentration would begin to diminish because other parts of the region, including southern Alameda County, began to increase their share of job growth, while northwest Santa Clara County actually began to lose jobs. But this trend did not bear out. From 1995 to 2000, almost 73 percent of new jobs were created in northwest Santa Clara County and San Jose.

JOB GROWTH BY REGION



In total, northwest Santa Clara County, southern San Mateo County and San Jose/Milpitas have captured over 70 percent of the region's employment growth over the past twenty years. As a result, this area, along with northwest Santa Clara County, southern San Mateo County, and San Jose, continues to have the region's highest concentration of jobs.

JOBS TO EMPLOYED RESIDENTS

The ratio of jobs within an area compared to workers with jobs living in that same area, i.e., employed residents, is another indication of job concentration. Despite the fact that not all workers living in an area will work in that same area, a relative balance between the two means there is less chance that workers will have to commute into the area from other places to fill "excess" jobs.

In 1980, Silicon Valley as a whole had 0.98 jobs for every employed resident. By 1990 this ratio had increased only slightly to 0.99 jobs per employed resident. During this same time period, the only sub-region to have a jobs to employed resident ratio greater than one was northwest Santa Clara County, with 1.72 jobs per employed residents in 1980 and 1.64 jobs per employed resident in 1990. Southern San Mateo County has historically had the second highest ratio of jobs to employed residents, and although this ratio has been and is projected to remain slightly below the regional average, it is still considerably higher than that of all the other sub-regions. Southern San Mateo County should therefore also be considered a job-rich area, along with northwest Santa Clara County.

JOBS TO EMPLOYED RESIDENTS

Most cities in Silicon Valley are expected to slightly increase their ratio of jobs to employed residents in the next twenty years. The historically job-rich northwest Santa Clara County and southern San Mateo County sub-regions of the Silicon Valley are, therefore, expected to become even more so. The most dramatic increase in the jobs to employed residents ratio between 2000-2020 will likely be in southern Santa Clara and southern Alameda Counties.

Sub-Regional Area	Jobs-to-Employed Residents Ratios				
	1980	1990	2000	2010	2020
Northwest Santa Clara County	1.72	1.64	1.77	1.79	1.81
San Jose/Milpitas	0.69	0.77	0.85	0.89	0.89
Southwest Santa Clara County	0.77	0.82	0.86	0.86	0.88
Southern Santa Clara County	0.67	0.77	0.85	0.95	0.98
Southern Alameda County	0.55	0.69	0.76	0.78	0.81
Southern San Mateo County	0.93	0.89	0.97	0.99	1.01
Silicon Valley	0.98	0.99	1.07	1.09	1.10

OVERALL HOUSING PRODUCTION

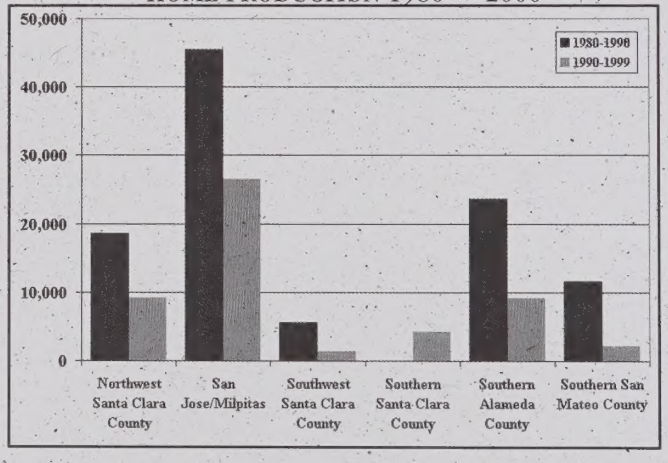
From 1980 through 1998, Silicon Valley added approximately 154,900 new homes to its housing supply. However, in contrast to both population and employment growth which had larger increases in the 1990s than the 1980s, two-thirds of these new homes were built in the 1980s and only one-third in the 1990s. Annual average production rates peaked in the late 1980s, with an average of 11,462 units being added every year from 1985-1990. Annual average housing production between 1995 and 1999 was only about 7,500 homes per year. While this is a considerable increase over annual average production rates during the early part of this decade of 4,500 homes built annually, it is still far short of production rates from the late 1980s. Even though an estimated 9,300 homes were added in 1997 and 10,700 homes were added in 1998, the current pace of residential construction is still well below the previous production peak in 1986 when 14,000 new homes were built.

Despite a significant recent increase in residential construction, housing production has not kept pace with demand for houses. The household population (excluding those residents living in group quarters) in Silicon Valley increased by 15.1 percent between 1990-1998, while the total number of homes only increased by 7.8 percent. In contrast, the housing supply increased by 18.8 percent during the 1980s, while the household population increased by 17.6 percent. It appears that during the 1980s population growth could be accommodated through new household formation, with accompanying expansion of the housing stock. In contrast, during the 1990s more people are squeezing into existing housing, driving up the average household size from 2.8 persons per household in 1990 to 3.0 persons per household in 2000.

The San Jose/Milpitas sub-region constitutes approximately 40 percent of both the total housing stock and the total land area in the Valley. Northwest Santa Clara County constitutes about 20 percent of the Valley's land area, but has approximately 25 percent of the Valley's current estimated housing stock.

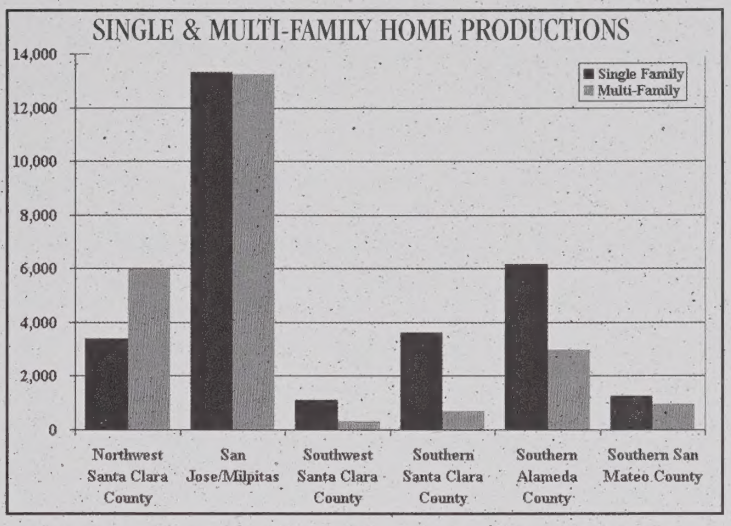
From 1990 through 1998, San Jose/Milpitas produced over half of the total net new homes added, northwest Santa Clara County produced approximately 17 percent (6.7 percent of which is attributable to Sunnyvale), and southern Alameda County produced about 16 percent (11.3 percent of which is attributable to Fremont). As a proportion of the overall distribution of Silicon Valley's housing stock, the San Jose/Milpitas and southern Alameda County sub-regions have increased their shares slightly since 1990.

HOME PRODUCTION 1980 - 2000



Housing production has shifted south from southern Alameda County and northwest Santa Clara County to San Jose/Milpitas and southern Santa Clara County. San Jose/Milpitas together with southern Santa Clara County contributed slightly over 40 percent of the incremental increase in the 1980s, but almost 60 percent of the 1990-1998 housing unit increase.

MULTI- AND SINGLE-FAMILY HOUSING PRODUCTION



While the Valley shows a varied trend in the annual production ratio of multi-family housing since 1990, the recent surge in housing production has boosted the number of multi-family homes produced in 1997 and 1998 higher than in any other years of the decade. In 1990 the region had a total of approximately 0.5 multi-family homes for every single-family home, a ratio that has held through 1998. The annual Valley-wide production average during the 1990s was 0.8 new multi-family homes to each new single-family home, ranging from a high of 1.7 in 1991 to a low of 0.5 in 1994. Northwest Santa Clara County stands out for its construction of multi-family housing during the early 1990s, with a high in 1991 of over 5 multi-family homes to each single-family home produced (1,457 total additional homes that year). Southern Santa Clara County has the most consistently low ratio (never exceeding 0.7 per year), and an average annual ratio of 0.3 in this sub-region.

HOME SALES PRICES

Southern Alameda County is the most affordable sub-region for single-family (detached) housing, as well as for condo/townhouse housing product in 1999. Additionally, this sub-region experienced the smallest increase in mean sales price for owner-occupied housing between 1995 and 1999, and was the only sub-region to actually post a decrease in the average sales price for condominiums and townhouses during this period. Average sales prices in northwest Santa Clara County are 76 percent higher than southern Alameda County for single-family homes and 53 percent higher for multi-family units. In southern San Mateo County, prices are 57 percent and 69 percent higher for single and multi-family homes, respectively, than in southern Alameda County.

FUTURE HOUSING DEMAND

While the primary purpose of this report does not require an in-depth analysis of projected future housing demand for Silicon Valley, it is important to briefly consider the approximate magnitude of future demand so it can be weighed against potential housing supply. Though there are many ways to estimate future demand for housing, two relatively simple methods have been used to provide a potential range of future housing demand. The lower end of the range is "household-driven" demand, based on the number of houses necessary to support projected regional household growth. "Employment-driven" demand, the range's upper end, is based on the number of homes necessary to support projected future employment growth, assuming that all of the workers needed to support these new jobs would live in Silicon Valley. In reality, not everybody living in the region will also work there, but this approach establishes a high-end estimate.

Household-driven demand is derived by using ABAG's projected incremental increase in the number of Silicon Valley households over the next two decades. From 2000 to 2020, 107,730 additional households are projected for the region. Multiplied by a vacancy factor of 1.04, this equates to a household-driven demand for 112,039 new homes in Silicon Valley by 2020. The employment-driven housing demand estimate is based in the relationship between projected employment and the projected ratio of employed residents per household. By dividing projected employment in 2000 and in 2020 (1,210,100 and 1,487,410 respectively) by the ratios of employed residents per household for these years (1.58 and 1.64 respectively), an estimate of the number of employment-generated households can be established. Subtracting the 2000 projection of these households (766,536) from the 2020 projection (907,272) gives an estimate of how much housing demand might result from job growth over the next twenty years (140,736). Applying the same vacancy factor, this method estimates that there would be employment-driven demand for an estimated 146,366 additional homes between 2000 and 2020.

Because these demand estimates are driven by the ABAG projections for households and job generation, it is not surprising that the distribution of this demand among the sub-regions matches ABAG's projections for new job creation and household growth by sub-region. The San Jose/Milpitas sub-region will generate 44-50 percent of total housing demand, followed by 16-28 percent in northwest Santa Clara County, and 13-15 percent in southern Alameda County. The remaining three sub-areas, including southern Santa Clara County, southern San Mateo County, and southwest Santa Clara County account for approximately 18 percent of future housing demand (based on both demand estimate methodologies).

LAND SUPPLY: MEETING THE PROJECTED DEMAND

The following discussion provides the most accurate inventory available at this time of vacant and underutilized land and the number of homes this land could support within the 21 cities included in this analysis. However, it is important to remember that these numbers are constantly subject to change. Vacant land supply could increase in response to modifications in public policy, such as a city deciding to extend its urban service area. In addition, most communities are only now beginning to systematically assess the development potential of underutilized sites. The number of homes that can be built on any given site reflects current political and market conditions within each city, and could either increase or decrease over time. Various conditions, such as changing demographics, may make housing products like small-lot single family homes and townhouses much more popular than they have been in the past. Cities may respond to these new conditions by changing zoning and general plan designations to allow more compact development. Homebuilders could also respond by shifting their product mixes to include alternatives to single family homes on relatively large lots, which have been the predominant housing product in this region over the past several decades.

Both land supply and housing yield have been analyzed for the entire Silicon Valley and its sub-regions to locate the region's future housing production and to compare this with projected demand as previously shown.

Some of the most important data sources for this report are the land supply maps showing the actual location of vacant parcels and the general vicinity of underutilized land for each of the 21 Silicon Valley cities. These maps also show the downtown boundaries, redevelopment project areas, specific plan areas, and transit stops in each city. Information about downtowns and transit stops allows for a visual analysis to show where opportunities may exist to build new homes close to other amenities. The specific plan and redevelopment project area boundaries show where cities are already targeting resources to encourage or facilitate reuse and revitalization.

SUMMING UP: LAND SUPPLY AND SATISFYING DEMAND FOR NEW HOMES

The total land supply currently identified in Silicon Valley as having potential for housing production totals 10,600 acres. Based on current local policy and market conditions, this land supply could yield over 74,300 new homes. However, this falls well below projected demand, based on current employment growth projections. The gap between potential supply and projected demand could be greatly reduced by both increasing land supply and the number of homes built per acre.

- The current projected supply of new homes in Silicon Valley only meets 50-66 percent of projected demand.
- While underutilized land represents only 20 percent of total supply, it will provide over 40 percent of the total potential new homes.

- According to estimates of household-driven demand for housing, only northwest Santa Clara County, San Jose/Milpitas and southern Santa Clara County can meet over 66 percent of household projected demand. Only the San Jose/Milpitas and southern Santa Clara County sub-regions can meet more than 50 percent of the projected employment-driven demand for homes.
- Just by increasing the number of homes built per acre from the current projected average of seven to nine per vacant acre and from 12 to 25 homes per reuse acre, the region could meet 75-99 percent of demand.

DATA COLLECTION METHODOLOGY: VACANT LAND

Vacant land data was collected through a Land Supply Survey sent directly to city planning staff in each of the 21 cities. The survey asked cities to provide information about the "total acreage of undeveloped land in the city" within their urban service areas. Respondents were also asked to classify this total acreage as to how much was zoned or planned for industrial, residential, commercial, office, or other uses. As part of the survey, planners were also asked to provide a map showing where vacant land was located, a delineation of their city's downtown and redevelopment project boundaries, and the boundaries of any specific plan areas that could also be considered locations for potential reuse of underutilized land.

Initial response to the survey itself was relatively limited. Therefore, staff from SVMG contacted each city that had not responded in order to collect the missing information, as well as to cities that had responded with unclear or incomplete data. As a result of this effort, all 21 cities participated in the survey. The information that is included in this report, however, was derived in several different ways. Some cities had relatively complete information about their vacant land supply, both in terms of how much land was available and where this land was located on a parcel or site basis. Other cities only had only a numerical inventory of vacant land supply, without any maps showing where this

DATA COLLECTION METHODOLOGY: REUSE LAND

land was located. A third group of cities had maps showing vacant parcels, but no quantification of how much total land these maps represented. In such cases, drawings of the vacant sites were digitized and represented electronically as polygons with a geographic information systems (GIS) software program called ArcView. The land area was then calculated based on these digitized drawings.

In most cases, the cities had only paper maps of vacant land, although a few did have electronic databases. The paper maps were digitized to create an electronic version to be included in this report, but in most cases there is no underlying database for each parcel. This limitation precludes the ability to analyze the overall land supply on a parcel-by-parcel basis and to draw any conclusions about the parcel-specific characteristics.

Land available for reuse was the most difficult part of the land supply-inventory to identify. Differing circumstances, including such variables as localized real estate market conditions, ownership patterns, site location, and infrastructure availability, can all be important in defining underutilized land, but the importance of each variable may change from place to place. In addition, cities do not always plan specifically for the redevelopment of underutilized land, and therefore may not maintain any systematic inventory of such opportunity sites. Since few cities have defined what they consider to be their underutilized land supply, few were able to provide complete responses to the Land Supply Survey question asking for information about reuse sites. Perhaps because the Land Supply Survey inquired too specifically about underutilized land supply in terms of areas targeted for redevelopment (subject to either official Redevelopment Agency actions or to private revitalization/reuse), survey responses regarding underutilized land supply were few and/or incomplete.

However, at the same time that the research for this report had commenced, ABAG was also collecting land supply information for its Local Policy Survey (LPS), a key input to the ABAG population and employment projections. The LPS did collect information about reuse potential in each city. While in most cases this information is very general, consisting of an estimate of what percentage of land within a specific census tract could be redeveloped, it is the only available source of any information about reuse land supply. Only one of the 21 cities, San Jose, actually tracks land targeted for reuse in its General Plan, and, in this case, the land supply numbers were provided directly by the city rather than by ABAG.

Once the Land Supply Survey and LPS results were compiled into a single table, and preliminary maps of vacant parcels had been developed, each city was asked to review the results and make revisions. Because the land supply information shown below reflects this input, these results are the most accurate summary of land supply data for the Silicon Valley region collected to date.

VACANT LAND SUPPLY

The Vacant Land Supply Survey indicates that Silicon Valley currently has approximately 8,852 acres of vacant land available for new home construction, including about 2,400 acres of hillside that can only accommodate very low-density development. San Jose/Milpitas and southern Santa Clara County account for over 70 percent of the non-hillside land supply.

This vacant land inventory does not include two Urban Reserves in San Jose. The Coyote Valley Urban Reserve is approximately 2,000 acres and the South Almaden Valley Urban Reserve is approximately 1,050 acres. The Urban Reserves are designated in the San Jose 2020 General Plan as areas that may be appropriate for urban development and inclusion in the Urban Service Area in the future when the circumstances are suitable. Each area will be the subject of a specific plan to guide future development. Certain prerequisite conditions, or "triggers", must be met before the city will be ready to prepare these plans.

A simple spatial analysis of the land supply maps was also conducted to determine what percentage of the vacant land supply is within a one-quarter mile radius (generally considered an easy walking distance) of a downtown area or a fixed-rail station. Between 3 to 4 percent of this land is, in fact, within walking distance of either one or both of these amenities. Though this percentage admittedly underestimates the amount of vacant acreage within walking distance of some commercial center or other urban amenity (like a park or school), it suggests that the preponderance of new housing built on vacant land will probably require new retail and/or transit development to create successful mixed use neighborhoods or walkable communities.

POTENTIAL NEW HOME DEVELOPMENT IN SILICON VALLEY

City	Residential Vacant (a)			Residential Reuse (b)			Combined Yield	
	Acres	Ave. DUA	Unit Yield	Acres	Ave. DUA	Unit Yield	#	%
Campbell	2	5.0	10	30	6.0	180	190	0.3%
Cupertino (c)	10	4.6	46	156	13.5	2,103	2,240	3.0%
	377	0.2	64	35	0.8	27		
Gilroy	520	8.0	4,160	20	12.0	240	4,400	5.9%
Los Altos	60	1.4	84	10	16.6	173	257	0.3%
Los Altos Hills	498	0.7	339	252	0.8	191	530	0.7%
Los Gatos	146	2.1	300				300	0.4%
Milpitas	3	12.0	39	49	30.0	1,470	1,509	2.0%
Monte Sereno	30	2.0	60	109	1.4	153	213	0.3%
Morgan Hill	1,436	4.1	5,893				5,893	7.9%
Mountain View	40	12.0	480	18	12.0	216	696	0.9%
Palo Alto	2	16.7	30	144	9.0	1,287	1,317	1.8%
San Jose (c)(d)	2,663	9.0	23,883	192	34.7	6,652	38,706	51.8%
	979	0.5	483	na	na	7,688		
Santa Clara	165	18.0	2,970	126	17.3	2,180	5,150	6.9%
Saratoga	168	1.0	168	173	0.6	103	271	0.4%
Sunnyvale	64	10.0	640	195	20.1	3,919	4,559	6.1%
Fremont (c)	315	5.0	1,590	50	9.0	448	2,668	3.6%
	1,007	0.6	630					
Newark	216	9.7	2,095	76	8.8	669	2,764	3.7%
Union City	114	10.0	1,140	35	3.3	114	1,254	1.7%
East Palo Alto	8	10.0	82	50	16.2	805	887	1.2%
Menlo Park	18	5.0	89	8	18.5	143	232	0.3%
Redwood City	12	15.0	180	29	19.3	561	741	1.0%
Silicon Valley	8,852	5.1	45,455	1,756	12.3	21,634		
	Total Vacant Yield		45,455	Total Reuse Yield		29,322	74,777	100.0%

Reuse Assumptions			
zoning	ave. DUA	zoning	ave. DUA
res rural	0.2	res med	10
res estate	1	res med high	13
res very low	3	res high	19
res low	5	mixed	22
res med low	7	res very high	32

Notes:

(a) All vacant data comes from the Housing Solutions Land Supply Survey 1999, unless otherwise noted.

(b) All reuse data comes from ABAG's Local Policy Survey, except for San Jose.

(c) Vacant land supply for the cities of Cupertino, San Jose and Fremont has been divided between zoning designations with very low average residential densities (hillside, estate, rural) and the remaining balance.

(d) 7,688 of San Jose's potential 14,340 unit reuse yield are not associated with a specific acreage; these are counted in the total yield but not factored into the average reuse DUA. See San Jose 2020 General Plan: "Other lands designated for residential use;" Tamien and Rincon Specific Plans.

Sources: Strategic Economics, 1999; Housing Solutions Land Supply Survey, 1999; ABAG Local Policy Survey; Staff from the Individual Cities of Silicon Valley

REUSE LAND SUPPLY

There are approximately 1,756 acres of non-vacant land in Silicon Valley currently considered suitable for intensification. This does not include any land that currently has a non-residential land use designation, but which might be underutilized and could potentially be available for residential redevelopment. More than 50 percent of the identified reuse land is located in northwest Santa Clara County, 18 percent is in southwest Santa Clara County, and approximately 13 percent is in San Jose/Milpitas. Due to differences in the process used to map vacant and underutilized land, it is not possible to determine how much of the underutilized land is within walking distance of transit or a downtown area.

POTENTIAL HOME SUPPLY

Housing yield, or the number of homes that can be produced per acre of land supply, is dictated by a combination of market forces and local land-use policies contained in each city's general plan and zoning ordinance. Housing yield assumption for this report were derived from two sources: the Land Supply Survey and the ABAG Local Policy Survey (LPS)

The Land Supply Survey asked cities to provide information about likely average citywide density of near-term residential development on vacant parcels (reflecting both local policy and market conditions). In cases where considerable amounts of land identified as vacant and suitable for residential development were designated for very low densities (such as hillside or estate zoning), this portion of the vacant land supply was assigned its own distinct density assumption by City staff.

Reuse density assumptions come from the ABAG LPS and are specific to each parcel identified as having reuse potential. The yield assumption is based on the parcel's current zoning, likely future zoning, and the timing of the expected reuse. The reuse assumptions shown in the yield table are a summary of average densities by zoning designation, calculated for all of the cities.

The land supply identified in this report could yield a total of about 74,300 houses based on current policy and market conditions. Approximately 60 percent, or approximately 45,500 homes, will come from vacant sites and the remaining 40 percent will come from sites considered appropriate for residential reuse or intensification. Within Silicon Valley, the San Jose/Milpitas sub-regional area will yield over half (54 percent) of the potential homes that might be produced through reuse or new construction, and northwest Santa Clara County is expected to produce another quarter (23 percent) of the combined yield.

Consistent with past housing production trends, San Jose will contribute the largest single share of the total potential housing unit yield, representing approximately 43 percent of the 64,000 homes. Gilroy, Morgan Hill, San Jose, Santa Clara, and Sunnyvale collectively account for three-fourths (75 percent) of the total potential yield. An additional 14 percent of the yield comes from the cities of Cupertino, Fremont, Newark, and Milpitas. Thus, roughly 90 percent of the total housing unit yield for the Valley is collectively attributable to 9 of its 21 cities.

Among the cities that contribute 90 percent of the total potential housing unit yield, the proportion of homes produced on vacant versus reuse sites varies considerably. As the table below illustrates, the cities of Gilroy, Morgan Hill, Fremont, and Newark will likely rely primarily on vacant land for future housing production, while most housing in Sunnyvale, Cupertino, and Milpitas will be on reuse sites.

City	Vacant Yield		Reuse Yield		Combined Yield	
	#	%	#	%	#	%
San Jose	24,366	63.0%	14,340	37.0%	38,706	100.0%
Morgan Hill	5,893	100.0%		0.0%	5,893	100.0%
Santa Clara	2,970	57.7%	2,180	42.3%	5,150	100.0%
Sunnyvale	640	14.0%	3,919	86.0%	4,559	100.0%
Gilroy	4,160	94.5%	240	5.5%	4,400	100.0%
Newark	2,095	75.8%	669	24.2%	2,764	100.0%
Fremont	1,590	59.6%	448	16.8%	2,668	100.0%
Cupertino	46	2.1%	2,103	97.9%	2,149	100.0%
Milpitas	39	2.6%	1,470	97.4%	1,509	100.0%
Silicon Valley	45,455	61.2%	29,322	39.5%	74,294	100.0%

On the whole, new homes in the cities of Santa Clara, Sunnyvale, East Palo Alto, and Redwood City are likely to be slightly more compact, ranging from 15-18 homes per acre for combined yield on vacant and reuse sites. More compact residential reuse anticipated in Milpitas results in a combined average density of 29 units per acre for reuse and vacant sites. San Jose's exceptionally high reuse yield (average 35 homes per acre) is focused along intensification corridors identified in the city's General Plan. But more moderate residential densities are expected for vacant sites in San Jose, and the city averages 10 homes per acre for three-fourths of its combined yield (the amount for which there is a specific acreage figure available).

The Urban Reserve areas in San Jose are not included in this yield calculation. However, if and when these areas are ready for development, they will have a combined yield of approximately 22,000-27,000 homes. The South Almaden Valley Urban Reserve is designated for no more than 2,000 homes. The Coyote Valley Urban Reserve is envisioned in the General Plan as an urban, pedestrian, and transit-oriented community of approximately 20,000-25,000 homes. These areas are both considered part of San Jose's long term planning strategy. As stated previously, neither area is currently within the Urban Service Area, and very specific prerequisite conditions must be met before any development can occur.

MATCHING POTENTIAL HOUSING SUPPLY WITH DEMAND

Projected demand for new homes in Silicon Valley over the next 20 years ranges from 112,000 to 146,000 units. Based on current housing yields, the land supply identified in this report will support 74,300 homes, or 50-66 percent of demand assuming current household and employment projections. None of the sub-regions within Silicon Valley have currently identified enough capacity to produce new homes to meet future demand. The deficit between supply and demand, where projected supply is expressed as a percentage of projected demand, varies by sub-region.

Overall, southern Santa Clara County has the lowest housing supply deficit, with enough housing yield to meet 70 percent of demand using the jobs-driven demand methodology, and 93 percent of demand using the household-driven demand scenario. Northwest Santa Clara County can meet 80 percent of household-driven demand, but only 36 percent of jobs-driven demand, showing that job creation in this sub-region will likely exceed its capacity to provide housing. San Jose/Milpitas can meet 71 percent of household-driven demand and 62 percent of jobs-driven demand. Southern San Mateo County can only meet 66 percent of household-driven demand and 49 percent of its jobs-driven demand, making this another area where job creation far outstrips the sub-region's ability to produce housing. The remaining three sub-regions all have less dramatic differences between their household- and employment-driven deficits, but all three also have very large deficits overall (southern Alameda County showing a 36-39 percent deficit, southern San Mateo County showing a 22-29 percent deficit, and southwest Santa Clara County showing a 26-30 percent deficit). Together, these three sub-regions represent 13 percent of total yield and 20-25 percent of demand.

There are multiple ways to address this demand-driven deficit: increase the overall supply of developable land through outward urban expansion, increase the supply of land available for residential development by converting vacant and chronically underutilized non-residential land to residential uses, and increase the number of homes being built per acre. The urban expansion phenomenon that characterized much of Silicon Valley's past growth has been widely criticized as an inefficient, expensive and unsustainable approach to growth. Virtually all Silicon Valley communities with the potential to expand outward have adopted long-term urban growth boundaries or other comparable policies to encourage compact infill development. These policies eliminate the option for outward expansion and require that cities both reuse land and increase the number of homes being built per acre.

Even without increasing land supply, however, simply increasing the number of homes built per acre would greatly decrease the demand deficit. If the average number of single family homes built on non-hillside vacant land was increased from seven to nine per acre, and the average number of homes built on reuse sites was increased from 12 to 25 per acre, the current land supply could support approximately 111,000 new homes, with 46 percent of these homes being built on reuse sites. These homes would satisfy between 70 to almost 100 percent of projected demand. In neither case would these increases in the number of homes per acre require a radical departure from the types of homes already built in Silicon Valley. Single family homes can be built at nine homes to the acre, and 25 homes per acre can be constructed as townhomes with surface parking. There may be some very specific locations where high-rise housing would be appropriate, such as downtown San Jose.

FINDINGS AND CONCLUSIONS: WHAT DOES IT ALL MEAN?

This analysis shows that Silicon Valley's current residential land use and development policies are highly inadequate to meet future housing demand. However, given that most cities in Silicon Valley have already adopted policies supporting compact development and open space preservation; the region must continue to seek ways to more efficiently reuse its existing land supply. If residential development is dispersed over large areas, transit will not be a viable alternative to cars and it will be difficult to find neighborhoods where shopping, services, and jobs are all within walking distance of the homes. The two most important ways to enhance land use efficiency, assuming job growth continues, are to increase the number of homes being built per acre and to identify more opportunities for reusing underutilized land. Underutilized land is a critical resource because it is typically developed with more homes per acre than vacant land and because this land can be reused without compromising the region's open space and existing urban growth boundaries.

Vacant land will also play an important role in satisfying the region's housing needs. However, the majority of remaining vacant sites are not the large parcels of open land that allow for large scale planned residential or mixed-use developments. It appears that most of these sites, especially in cities like San Jose and Fremont, have been built out in recent years or are already entitled, and will be built out soon. The remaining vacant land supply appears to be primarily relatively small infill lots that are surrounded by existing development. Unlike housing developments on larger sites where an entire community can be created with its own character and sense of place, developments on the smaller sites must relate much more closely to their surrounding land uses. Therefore, more effort will be required to ensure that these smaller developments fit into their surroundings as good neighbors.

To the extent that there will be an ongoing disparity between the location of new homes and where jobs are concentrated within this region, efforts must also be redoubled to link land use decisions to transit investment so that people choosing to avoid congested auto commutes will have a viable alternative. The region is not condemned to perpetual gridlock. Amenities like transit systems, downtowns, and even local parks must be viewed as important assets, and initial efforts should focus on maximizing opportunities for new housing within walking distance of these activities.

Without more and better quality housing that is affordable to a full range of income groups, it is clear that Silicon Valley's choices for the future will be severely curtailed. Fewer and fewer people will have the option to live close to their work place; most housing may only be affordable to very high income households; businesses may not be able to grow because they can not recruit workers to live in this region; and environmental factors, such as air quality, may be degraded by excessive traffic congestion. Increased housing supply is clearly a necessity for maintaining this region's ability to find a sustainable balance between economic vitality and livable communities.

Key findings of this study are as follows:

- The number of new homes that Silicon Valley could produce based on its current residential land supply and average number of homes built per acre can only meet 50-66 percent of projected demand based on household and employment growth projections for this region.

- If the average number of homes built per acre of vacant land were increased from seven to nine and the average number of home per acre of reuse land increased from 12 to 25, the region could meet 75-99 percent of future demand for new housing.

- Approximately 40 percent of potential future housing development in Silicon Valley will be on land that is currently underutilized, rather than vacant.

- Half of the cities in the Silicon Valley already estimate that reuse sites will provide more opportunities for new home construction than vacant sites. These cities include San Jose, Milpitas, most of the large cities in northwest Santa Clara County (including Cupertino, Palo Alto and Sunnyvale), and all of the cities in southern San Mateo County.

- Planners in most Silicon Valley communities acknowledge that they have not done a comprehensive survey of potential reuse sites, and that the potential number of new homes that could be built on these types of sites will increase signifi cantly beyond current estimates if cities take better advantage of reuse opportunities.

- Given household-driven demand for housing, only northwest Santa Clara County, San Jose/Milpitas and southern Santa Clara County can meet more than 66 percent of projected household-driven demand for new homes. Only the San Jose/Milpitas and southern Santa Clara County sub-regions can meet more than 50 percent of projected employment-driven demand for homes.

RECOMMENDED FUTURE ACTION

This report includes two key recommendations that cities in Silicon Valley can follow to increase new home production. It is imperative that every city in the region continue to be responsible for increasing its housing supply. This will ensure that the overall demand for homes can be satisfied within Silicon Valley and that there will be a balanced distribution of homes and jobs within every subregion. Many cities have already begun this process and are making very positive changes in their approach to new housing opportunities. Examples of these innovative housing solutions are included in Appendix A.

Each recommendation listed below is stated in relatively general terms so that every community can develop its own approach to implementation. A list of steps cities can follow or issues that should be addressed related to the recommendation has been provided, as well as a case study demonstrating what has already been done "on the ground."

In addition to the recommendation, three additional action items have been included. These items reflect discussions with the Housing Steering Committee members and other contributors to this report. These people all stressed the importance of good design, positive community process, and regional partnerships as important mechanisms for overdcoming some of the key barriers to producing new homes in Silicon Valley.

Like all research efforts, this report raises many additional issues that must be addressed to truly resolve Silicon Valley's housing shortage. While it is not necessary to provide a lengthy discussion of these issues, it is important to raise them as part of the discussion about future actions. Six key issues are identified at the end of this chapter and although these six have come up repeatedly as part of this effort, there are many others that could still be added to the list.

FOCUS ON REUSE

RECOMMENDATION 1: SILICON VALLEY CITIES SHOULD SYSTEMATICALLY IDENTIFY UNDERUTILIZED SITES THAT CAN BE REDEVELOPED WITH NEW HOMES.

Most of the cities in Silicon Valley have made little or no attempt to systematically define and identify underutilized land that could be redeveloped as housing. Nor have cities developed appropriate policy frameworks for supporting reuse of this land, especially for converting non-residential uses to housing. Underutilized sites could include, but are not limited to, obsolete shopping centers, antiquated industrial facilities, and large surface parking lots. Steps that cities can take to accomplish this recommendation include:

1. Develop a definition of under-utilized property based on both quantitative and qualitative measures.
2. Compile a mapped inventory of underutilized sites and implement a process to keep the inventory current.
3. Determine which underutilized sites would be appropriate for future development as new homes, and implement a procedure to keep this information current.
4. Review existing general plan policies and land-use categories, zoning, and other implementing regulations to determine whether new housing construction would be permitted on reuse sites that should be redeveloped with new homes. If necessary, make the appropriate amendments to any of the above documents.

ON THE GROUND - POLICIES THAT SUPPORT LAND RECYCLING

Project: San Jose Housing Initiative

Project Description: In 1991 San Jose adopted its Housing Initiative program based on a three-phased background study. The three study phases included identification of vacant and underutilized sites within the city's major transit corridors (including bus and the Guadalupe light rail line); market analysis to determine the magnitude of future demand for multifamily housing in San Jose; and a financial feasibility analysis of four high density housing prototypes demonstrating how different types of developments might perform financially at different locations throughout the city. A policy document was developed based on the findings which included both general recommendations for increasing the city's supply of higher density housing, as well as individual recommendations for specific sites and/or subareas within the overall study area.

Project Accomplishments: Some of the major actions San Jose has taken in response to the Housing Initiative program include:

- Adopted evaluation criteria to ensure that high density housing developments are compatible with surrounding uses.
- Created a new "Transit Corridor Residential" (20 DU/AC minimum) General Plan land use designation for sites near rail facilities.
- Increased the height limit for high density developments located near rail stations.

- Completed four specific plans and 13 general plan amendments creating opportunities for approximately 10,000 homes.
- Revised the City's General Plan to include other major "intensification corridors" along planned rail transit lines, capturing additional high density housing opportunities.
- Approved development permits for 8,700 new homes located near rail stations. As of third quarter of 1998, 4,200 of these homes were under construction and 5,100 homes were pending approval.

For More Information: Laurel Prevetti, City of San Jose Planning Department, (408) 277-4576

RETHINK ALLOWABLE HOMES PER ACRE

RECOMMENDATION 2: EVEN RELATIVELY SMALL INCREASES IN THE NUMBER OF HOMES THAT CAN BE BUILT PER ACRE WILL HAVE A DRAMATIC IMPACT ON THE OVERALL LEVEL OF HOUSING SUPPLY IN SILICON VALLEY.

Cities should carefully review their general plans and zoning ordinances to find opportunities for increasing the number of homes that can be built per acre within existing residential neighborhoods, as well as for reuse sites that are appropriate for residential development. There are many ways to successfully blend new or different types of housing into existing neighborhoods without compromising the character or quality of life for residents. Cities have many powerful tools available to prevent any disruption new homes might create in these neighborhoods, such as specific plans, residential development standards, and residential design guidelines. These policy frameworks addressing the quality and character of future development could be formulated and adopted in conjunction with any changes in policies regarding allowable homes per acre. This would give the community some assurance that their concerns will be taken into account when new homes are built. Also, the process of developing these policy tools would give the community a chance to discuss and resolve many issues related to future housing development without focusing on any given development. Thus when new developments go through the approvals process, there should be less need for public debate and controversy.

Steps cities can take to rethink allowable housing per acre include:

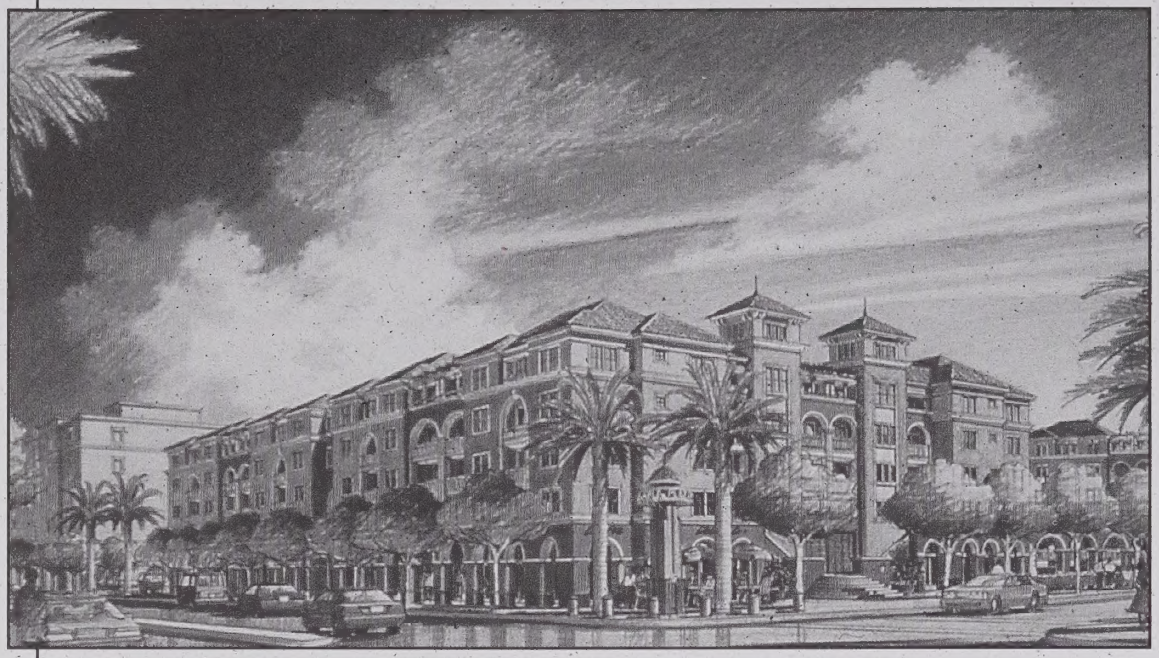
1. Review the existing general plan policies and land use categories to determine if they allow appropriate housing development opportunities and then make any necessary amendments consistent with the upcoming cycle of housing element updates.
2. If amendments are necessary, prepare an environmental impact document that reduces the need for subsequent environmental reviews on ordinance amendments and project approvals.
3. Review and revise the zoning ordinance and other development regulations to ensure that they are consistent with the amended general plan.
4. Look for opportunities to adopt specific plans for neighborhoods where new homes could be built, thereby ensuring that concerns are addressed on a community scale rather than a project scale.

ON THE GROUND - USING SPECIFIC PLANS TO CREATE BETTER NEIGHBORHOODS

Project: Franklin Street Area Plan, Redwood City

Project Description: This Plan, adopted in spring 1999, includes 17 acres within a redevelopment project area one block due west of the downtown commercial district. In addition, the area is within a quarter mile of a major retail project as well as the Redwood City Caltrain station and a major SamTrans bus stop. Also within close proximity are City Hall and the library. The Plan will provide opportunities for:

- 506 homes fronting on Franklin Street
- 13,000 square feet of resident-serving retail space along El Camino Real
- 32,000 square feet of office space at the intersection of Jefferson and El Camino Real
- Over 2 acres of community open space and recreation facilities



Scheduled to begin work on the development this Fall with the construction of over 200 apartment units, the Franklin Street Project will eventually feature more than 500 apartments, townhouses and condominiums and over 45,000 square feet of retail and office space. Located one block from downtown Redwood City, city offices, and the library, and within one-quarter mile from Sequoia Station (a major retail, Caltrain, and SamTrans stop), the development will be an excellent example of infill housing and transit-oriented development.

Community opposition to the densities proposed for the Franklin Street Project was relatively minimal, owing to several factors. One was a general recognition that the supply of developable land in the City remains inadequate, given the unwavering high demand for new housing. Another factor is the appropriateness of the site's location, due to its proximity to the Sequoia Station and the favorable roadway access afforded by nearby El Camino Real and Woodside Expressway. Finally, the City did its homework in preparation for higher residential densities in the area, first by rezoning much of its downtown for mixed-use development, and then by preparing an area plan that calls for the highest residential density allowable. The City anticipates that this new residential development will give new life to downtown through its added households, services and commercial space.

Project Accomplishments:

- Stimulated almost immediate housing production, with over 200 units of apartments currently under construction.
- Will provide both affordable and market-rate housing.
- Offers opportunities for people to both live and work immediately adjacent to tranit.
- Provides strong market support for Sequoia Station, the community-serving power center located within walking distance of the development.

For More Information: Maureen Riordan, City of Redwood City Planning Department, (650) 780-7236

SUPPLEMENTAL ACTION ITEMS

ACTION ITEM A: PROMOTE GOOD DESIGN

CITIES SHOULD MAKE AN EXPLICIT COMMITMENT TO GOOD DESIGN AND PROMOTE DESIGN PRINCIPLES THAT RESULT IN DEVELOPMENTS THAT BOTH FIT INTO THEIR SURROUNDINGS AND SUPPORT EXISTING NEIGHBORHOODS.

Because such a large proportion of land supply for new residential construction (including both vacant and underutilized sites) is virtually surrounded by existing development, it is imperative that the new developments fit smoothly into their surroundings. While design guidelines that dictate how individual buildings will look may be an important part of this process, cities must also help developers create developments that provide "connectivity" between new homes and their surroundings. Elements such as landscaping, setbacks, fences, parking areas, sidewalks, pedestrian paths, etc. must all be included in these considerations. But, individual developments are only half of the equation in building

good communities. Cities must also take responsibility for creating good public spaces as well, including streets, parks, open spaces, and civic buildings. Good communities are built on an interaction between public and private places, with a strong system for linking these two realms that first and foremost functions for the people who use it, and secondarily, looks beautiful.

Perhaps one of the most important aspects of recognizing good design is that it can captures people's imaginations and mobilizes a positive vision for the future. If people see well-designed developments that they can imagine living in themselves, or having their children or parents live in, they are much more likely to support development. In addition, good design can mitigate many of the perceived problems associated with higher density housing, and will often serve to make developments appear less dense than they are.

Finally, good design is important, not because it makes a place look nice, but because it makes a place function better by serving the physical needs of residents and workers, and because it preserves and enhances property values over the long term. While aesthetics are subjective, it is much easier to define functional objectives that all developments should meet. Principles that reflect community values regarding how buildings should function relative to their surroundings should be formulated and incorporated into cities' policies. This enables developers to clearly understand upfront what is expected of them, and minimizes the need for extensive public review of each individual development. Factors to be considered in developing design-related policies include:

1. Clearly articulated goals about what community characteristics new developments should reflect and reinforce within any given neighborhood.
2. Building height, mass, bulk, and articulation (such as setbacks on upper floors) in the context of surrounding land uses.
3. Physical connectivity between the development and its surroundings, including transit stops, parks and open space, commercial areas, etc.
4. The quality of landscaping and street trees proposed for the development as they relate to surrounding areas.
5. Ways to mix uses on the site, or construct a development so that it has greater potential to support other types of uses within the general vicinity.

ON THE GROUND - GOOD DESIGN CREATES HIGHER VALUES

Project: Park Place, Mountain View

Project Description: This development includes 370 apartment units built on a 7.5 acre site at approximately 50 units per acre. Park Place, which was constructed in 1989 on a former high school site, includes extensive courtyards, shade trees, landscaped walkways, an open-air plaza and front stoops for each unit modeled after the brownstones in New York. Developed at the same time and on the same site as the Mountain View City Centre, Park Place was one of the first major developments downtown, serving as a catalyst for the later redevelopment of the Castro Street area. The developer, Pegasus Development Company, builds to hold, and the implications of this long-term business strategy can be seen in the high quality interior finishes and exterior design features which the company credits with the continuing high rents, occupancy and absorption that the development has maintained over the past decade. Current upgrades to Park Place units include the addition of tile floors, air conditioning and washer/dryer units, all intended to give the feel of single family housing that the company feels the market is demanding. Construction of Park Place South (a mixed-use phase of apartments and ground-floor retail currently underway) will complete development on the site, bringing top-notch retail tenants, sidewalk seating and a "European flavor" to Castro Street. Castro Street and downtown Mountain View are only one block from the development, City Hall and the Center for the Performing Arts are within walking distance, and a city park is located across the street.

Project Accomplishments:

- Unparalleled absorption of 61 units per month during the development's lease-up period in the late 1980s (almost double the average absorption rate for product of this type).
- Reportedly achieves the highest rents of any product in Mountain View, and the highest rents of developments the same age or older anywhere in Santa Clara County.
- Consistently maintains high rents and high occupancy rates, even in economic down cycles when the performance of less well-designed product suffers.
- Mountain View residents consider this development an important community asset.
- The development has been recognized both nationally and locally as a model of outstanding urban infill development.

For More Information: Jaclyn Shafier, Pegasus Development Company, (650) 596-5300

ACTION ITEM B:
FOSTER CIVIC DISCUSSION AND ACTION

CITIES SHOULD EDUCATE CITIZENS ABOUT COMMUNITY ISSUES AS PART OF A PROCESS FOR MAKING CHOICES ABOUT THE FUTURE

Too often, citizens come to public meetings to fight developments based on what they do not want in their community. This type of situation generally arises because people have not been given the opportunity to consider what they do want for their future. Frustration often arises from two sources: not having enough information to make informed decisions, and not having a clearly articulated set of criteria or measures for evaluating developments within a framework of stated community values. Cities need to engage a broad base of citizens to educate them about development issues, and to integrate community values into the decision making process. People should be asked to identify the characteristics that they value about their neighborhoods and their community which can be translated into an objective set of measurement tools for evaluating individual developments so that outcomes respond to and reflect positive community assets. A critical part of this process will be to help people understand the trade-offs among the choices they have to make, and to pick options for their future that will create positive community benefits, rather than just trying to minimize negative impacts.

Cities should use planning tools that encourage this community-wide perspective, rather than a case-by-case analysis of

individual developments. Specific plans are especially effective for this purpose because they cause important issues, such as traffic, to be addressed on an area-wide basis. This allows the community to define acceptable uses and levels of impacts at an early stage, thus producing better results while reducing the time and money required for individual project reviews. The use of specific plans also may eliminate the need for the preparation of environmental impact reports on individual developments. Specific plans should be used in conjunction with strong General Plan policies that address development on vacant and underutilized sites.

Designing opportunities for civic education that lead to positive decision-making is not an easy process. Key components of such a process should include:

1. Hold public forums to present information and discuss issues not necessarily linked to specific developments, but where choices related to these issues are presented and debated.
2. Show citizens case studies and examples of developments and prototypes so they can see how other communities have addressed similar issues and what the results have been.
3. Provide opportunities for citizens to identify their community values and translate these values into objective criteria for evaluating individual development projects so as to make the developments build on and contribute to these community values

ON THE GROUND - MAKING THINGS HAPPEN THROUGH PARTICIPATION

Project: People for a Livable, Accessible, Community, Environment (PLACE), Fremont, CA.

Project Description: Fremont's General Plan, originally adopted in 1969, envisioned a central business district (CBD) as the heart of this relatively new community that would serve as a majoroffice, retail, and residential center. While the City has been somewhat successful in attracting development to this area, which now has over 2.2 million square feet of offices, 1.4 million square feet of retail space, a BART station, and several hundred homes, the CBD still lacks the feeling of a vibrant urban center.

PLACE is a citizen's group that grew out of efforts initiated by the League of Women Voters, a group called Tri-City Ecology, and local businesses who were all interested in addressing the problems of Fremont's CBD by creating an area that fosters working, living, and socializing in an ecologically sound environment. The group invited Urban Ecology to help develop a set of eight principles to guide decisions regarding the CBD's future, and has been actively participating in a planning process currently underway to create a Downtown Concept Plan. A PLACE representative sits on the City-appointed CBD advisory committee, and the group has presented numerous slide shows to Fremont residents on the CBD, led walking tours of the area, and generally broadened the level of citizen participation in discussion about the CDB's future.

Project Accomplishments: Although a plan for the CBD has not yet been officially adopted, PLACE is viewed as a positive force in this process and has contributed the following:

- Added new ideas to the discussion about the future of the CBD in a clear and constructive format.
- Provided multiple mechanisms for educating Fremont residents about the CDB and various issues related to future development in this area.
- Engaged a broad base of citizens in a dialog and consensus-building effort focused on the CBD's future.
- Contributed sound information to the planning process that would not have otherwise been available.
- Shaped the draft plan to include social and environmental values.

For More Information: Kate White, Urban Ecology, (510) 251-6332

ACTION ITEM C: BUILD STRONGER REGIONAL PARTNERSHIPS

MANY OF THE BARRIERS TO CREATING MORE HOUSING CAN ONLY BE REMOVED IF CITIES WORK TOGETHER.

Clearly, increasing housing supply is a goal that can not be achieved in a vacuum. Although cities may increase opportunities to build more housing through their land use policies, there may be other factors that make production either infeasible or simply undesirable. These factors may include high infrastructure costs, environmental remediation, high construction costs, increased traffic congestion, over-crowded schools, and minimal fiscal benefits (or even fiscal deficits). Housing Solutions Report Steering Committee members expressed considerable concern over all of these barriers, but recognized that individual cities alone can not address most of these issues. In some cases the state or federal governments have preemptive regulatory jurisdiction, or the problems, such as traffic, require greater regional coordination. Other barriers, such as property and sales tax-related issues, impact each community differently, but communities all share the same interest in seeing some types of reforms implemented.

Business and community leaders in Silicon Valley have already taken a strong role in forging regional partnerships. But there is still a strong need for local governments themselves to begin examining their areas of common or mutual interest, and defining ways to work collaboratively toaddress these issues. In some cases, cities may use existing tools, like joint powers authorities, to implement regional agreements. Other situations, such as, funding for school construction, require cities to work together in lobbying the state to provide more funding for alleviating overcrowded schools.

The most important step cities can take to addressing regional issues is to build strong relationships both with other cities, and with other public, non-profit, and private organizations that share the same goals. Steps cities can take to foster greater regional partnerships include:

1. Establish regular meetings among elected officials in adjacent communities to discuss common issues and seek common solutions.
2. Identify specific barriers to housing production, such as over-crowed schools, and then build a coalition of other cities within the region facing the same challenge to seek solutions to the barrier(s) and work together on implementation.
3. Create opportunities for staff and elected officials to learn about and discuss regional issues on a regular basis, and to meet with other agencies, such as ABAG, MTC (Metropolitan Transportation Commission) , and VTA, about possible action strategies to address the most critical issues.

Project: West Valley Hillsides Joint Planning Project including Santa Clara County, Cupertino, Saratoga, Monte Sereno and Los Gatos.

ON THE GROUND - ACHIEVING GOALS THROUGH PARTNERSHIPS

Project Description: Development on the west valley hillsides had long been a concern for southwest Santa Clara County communities. However, there was little communication about this issue among the various cities and there was considerable mistrust between the County and the cities regarding development standards in unincorporated areas. In 1994 planning staffs from these jurisdictions recognized an opportunity to proactively address hillside development issues on a sub-regional basis by applying for a sub-regional planning grant from ABAG. Although the group did not receive the grant, the participating jurisdictions decided to fund the process anyway, receiving unanimous support from each city/town council and the County Board of Supervisors. The Project's primary goal was to protect the scenic backdrop of the Santa Cruz mountains in western Santa Clara County - a visual resources for all County residents. The municipalities worked with the County over a two-year period to develop key strategies that could be used to preserve the West Valley hillside viewsheds. There was extensive public participation and many key issues were hotly debated.

The strategies developed by the cities and county partnership included: confining urban uses to the valley floor, only allowing development appropriate to rural hillside areas , minimizing the visual impact of non-urban hillside development, and fostering closer interjurisdictional cooperation and coordination on land use and development issues. Cupertino, Monte Sereno, and Los Gatos each adopted an urban growth boundary (UGB) directing future urban growth away from the hillsides. Saratoga is expected to adopt a UGB by the end of 1999 (this delay is due to unrelated circumstances) and Santa Clara County adopted special design review standards that apply to hillside parcels in the unincorporated area.

Project Accomplishments:

- Urban growth boundaries adopted by each city council with a high degree of public support
- Design guidelines for development in unincorporated parts of the county to minimize visual and environmental impact of hillside development
- Closer working relationship between the County and cities on hillside development issues. The cities now have a better opportunity to comment on County developments and know that their concerns will be given serious consideration, and to the extent possible, incorporated into the County's decision making process
- The entire process helped to reinforce the value of sub-regional planning for each of the jurisdiction

For More Information: Don Weden, Santa Clara County Planning Department, (408) 299-2454 ext. 234

TOPICS FOR FURTHER DISCUSSION

HOUSING AFFORDABILITY

Quantifying the total number of homes that could be produced in Silicon Valley begs the critical question of whether or not enough housing will be produced for all income groups. Without affordable housing, this region will likely be faced with increasing labor shortages and declining productivity as people have to commute longer distances over more congested roads.

FINANCIAL FEASIBILITY

Although this report advocates recycling land now in use for other purposes for future residential development, these sites are typically more expensive to acquire and develop than vacant land. These cost differentials must be acknowledged and, to the extent possible, addressed by local governments.

COMMUNITY ACCEPTANCE

Citizens across the region continue to protest against new housing development, except perhaps very expensive single family homes, because these newcomers are perceived as further exacerbating existing community problems such as over-crowed schools and increased traffic on local streets. To overcome this understandable resistance, developers are subject to increasing review long and complex periods for their developments.

DEFINING SPATIAL BALANCE

While this report strongly supports the concept of putting as much housing as close as possible to where new jobs are being created, not everybody in this region agrees with this approach to balance between job generating land uses and housing. More debate and discussion needs to take place around this issue to built a strong regional consensus around the many dilemmas raised by trying to achieve a "jobs/housing balance."

TAX BASE AND LOCAL GOVERNMENT FINANCE

Despite this region's phenomenal growth over the past several years, local governments are not necessarily seeing commensurate benefits to their general funds. As a result, cities are caught in a vicious cycle of trying to capture land uses, most notably big box retailers, that will generate high tax revenues, but low costs for city services. Housing, except very high-priced homes, is considered the worst land use from a fiscal perspective because it is perceived as generating high costs, i.e., demand for services, and low tax revenues. These factors exacerbate the region's housing shortage in two ways. First, cities actively try to encourage commercial development by setting aside as much land as possible for commercial uses. This occurs even when there may not be market demand to support that amount of land, or when the development may not be capturing unmet demand, but just moving activity from one place to another. In addition, cities often streamline the permitting process for commercial projects, thus making it easier and less costly to obtain the necessary approvals. Second, cities often discourage housing development, unless the development is very high-priced single family homes, by allocating only small amounts of land for developments that would create more than 10 or 12 homes per acre. The approvals process for these more compact developments can be lengthy at best, making them more costly and arduous than the commercial approvals process. Despite the fact that some cities in Silicon Valley have aggressively pursued housing development, many communities keep adding jobs to benefit their financial condition, with no incentive to add any new homes to support these jobs. Because taxation is a statewide issue, local governments must work together with the state to develop real financial incentives to encourage, rather than discourage housing development.

REGIONAL TRANSPORTATION SYSTEMS

The importance of a good transportation system in Silicon Valley is becoming increasingly evident as people are forced to live further from their jobs and congestion grows ever more rampant. Even with major changes in the region's land use policies, many workers in Silicon Valley will be unable to live within a reasonable walking/bicycling distance of transit or their place of work. Despite this fact, cities and transportation agencies must continue to work cooperatively to establish such mutually supportive land use and transportation plans and policies that will provide Silicon Valley residents with real alternatives for mobility, including compact, or transit- and pedestrian-oriented development.

ACKNOWLEDGEMENTS

The following individuals have contributed invaluable input to this report.

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Appendix A

CASE STUDIES - INNOVATIVE HOUSING SOLUTIONS

This collection of housing developments was compiled as a way of publicly recognizing some of the more creative and innovative housing solutions being proposed, approved, and ultimately realized by the various cities of the Silicon Valley. The intent of listing them here is not only as a source of inspiration to other cities dealing with their own growth and housing issues, but also to spotlight the vision and commitment of the staff and city council members who were able to turn their good ideas into practical solutions. These efforts have helped to expand or preserve housing supply on sites that might not have developed with housing, or which may have developed with far fewer units, if the dedicated staff from the respective cities had not actively assisted.

Campbell

- The City assisted Catholic Charities to gain options and eventually purchase (at a cost of approximately $10 million) a 100 unit affordable housing development known as San Tomas Gardens.
- The Campbell Redevelopment Agency is facilitating a master developer (Summerhill Homes) who seeks to redevelop 3.5 acres from industrial and commercial uses to 51 small lot single family homes next to downtown Campbell and close to the future Vasona light rail. The development is complicated by the need to acquire 4 separate parcels and assist relocation of numerous industrial tenants.
- The City approved a 20 unit development on a 1.5 acre site across from downtown Campbell, featuring 15 small lot single family and 5 "live-work" townhouses. The development is just completing construction.
- The City approved two Habitat for Humanity homes on a site formerly owned by the City, across from City Hall. Construction should begin Fall 1999.
- The City approved a General Plan Amendment and zoning change to construct 43 small-lot single family homes on five acres with a half-acre park. The first phase of newly constructed homes went on the market this August. A four-story hotel is currently also under construction on two acres adjacent to the site.
- The City redeveloped a 12.4 acre former industrial site into a 348 unit apartment development built at approximately 28 units per acre. The development is located south of downtown Campbell, within a quarter mile walking distance of down town, Winchester Boulevard and the planned Vasona light rail station. The development features 66 affordable units.
- The City approved a vertical mixed-use development consisting of 20 apartments and 10,000 square feet of commercial space on a one-acre former Bank of America site located in downtown Campbell. The City allowed the developer to share parking between apartment and commercial tenants to enable this development to proceed ahead. The mixed use building is almost completed.
- The City assisted Mid-Peninsula Housing Coalition to purchase and renovate 60 older apartments on Sharmon Palms Lane and retain them as affordable units.
- The City worked with Campbell Union School District to enable them to sell approximately eight acres of the former San Tomas School site (previously surplused by the school district) for construction of 36 single family homes. The City also purchased and constructed a four acre park on the remainder of the site.
- The City approved 24 small lot single family homes on a former shopping center site located in a conventional single family neighborhood.
- The City allowed the Santa Clara County Housing Authority to construct a 200 unit affordable senior housing development known as Rincon Gardens.
- The City approved a multi-story 156 unit assisted senior housing development known as Wesley Manor.
- The City approved an assisted 104-unit senior housing development known as Corinthian House.

Cupertino

- Two phases of industrial properties were rezoned for residential use. All of these properties were redeveloped by 1990, resulting in an additional 4,000 homes.
- The City created an exclusive mobile home park general plan designation and zoning district to guarantee the long-term viability of this housing type, considered an affordable option by many.
- The City adopted mobile home park conversion regulations that provide some financial protection and relocation assistance to the residents and mobile home owners, while allowing redevelopment opportunities for property owners.
- The City adopted "second unit" regulations for single family properties in the 1980s, and continued to modify these regulations into the 1990s.
- The City required all residential development projects not in a single family zoning district to provide at least 10% of the new homes Below Market Rate (BMR). Density bonuses are available.
- The City adopted two zoning districts for small-lot, small-home developments (R-1.5 lots are 4,200 - 6,000 square feet; R-1.7/PD lots are 2,600 - 4,000 square feet). Homes have maximum Floor Area Ratio (FAR) of 50% (e.g. less than 2,000 square feet gross floor area-including garages and porches for a 4,000 square foot lot)
- The City adopted the "Futures Study," resulting in the rezoning of several sites for transition to residential use. The current zoning allows industrial uses while encouraging transition to residential. These areas allow about 5,000 additional housing units. Rezoning is in place and developments require approval of a special development permit by the planning commission.

Fremont

- The City facilitated the rezoning from "community commercial" to "planned district" of approximately 1.8 acres of the 3.4-acre project site, which was changed to medium density residential (6.5-10 DUA). The remaining 1.6 acres remain in community commercial uses. The development enabled the rehabilitation and adaptive reuse of a 14,000 square foot historic structure for live-work housing. The live/work portion consists of eleven, two-story units (nine with ground floor access, two with access from the first floor court) that will vary in size from 1,012 square feet to 1,635 square feet. The development also involves the development of approximately 10,300 square feet of retail space and a single-family residential portion consisting of 15 homes on 4,275 sq.ft. minimum lots.
- The City facilitated transit-oriented development and mixed-use on a vacant site. To take advantage of its proximity to the BART Station, the 12.7-acre project site is being developed as a transit-oriented development that incorporates a mix of residential and commercial uses both vertically and horizontally. The mixed use project consists of 322 apartment units (which includes 32 affordable housing units), 18 live/work units, and approximately 85,000 square feet of commercial space. This translates to roughly 1/4 commercial and 3/4 residential uses. According to the applicant, the development has been designed for an "urban setting" such as the Central Business District. It is based on the principles of New Urbanism with the use of elements such as the neighborhood, the district and the corridor. The neighborhood is intended to be a compact physical setting with a mix of dwellings, offices, shops and much activity. The district relates the development to its context, the existing neighboring uses and urban fabric. The corridors are provided with the incorporation of a pedestrian friendly street grid that runs through the development.

Gilroy

- Los Arroyos Master Planned Neighborhood — On 62 acres, the Los Arroyos development features over 300 market rate and below market rate (BMR) single-family homes, with an additional 80 multi-family units set aside as affordable and special needs housing. By including market rate homes, the developers (South County Housing and Old Orchard Company) were able to create a significant internal subsidy for the self-help and BMR homes in the development. More specifically, the Los Arroyos financial plan allows for the dedication to the City of a 3.3 acre park (which will include a day care/community center), as well as the internal funding of land and infrastructure costs for a 21-unit HUD 811 project (for the developmentally disabled) and some of the infrastructure costs of the 58 multi-family units set aside for very-low income families and seniors.

Menlo Park

- The City approved a 26 unit condominium development built at 40 homes per acre with parking under the building. Although 40 homes per acre is well above typical residential densities in Menlo Park, this development's design and location make it appear much less dense.
- Oak Grove Avenue, adjacent to downtown Menlo Park has a cluster of small-scale mixed use developments. Although these developments vary in age, they all blend in well with the surrounding land uses.
- A small mixed-use development was recently built at the corner of Glenwood and San Antonio Streets. This develop ment includes 3,000 square feet of ground floor office space and 6 residential units.
- Burgess Park Classic Homes is a recently completed small-lot single family development. These homes were built on land formerly owned by SRI International. The land was formerly designated for industrial use, but the General Plan and Zoning Ordinance were amended to allow homes at this location. Sales prices for this development have exceeded the developer's original expectations, and the last homes to sell were priced at $850,000.

Morgan Hill

- San Pedro Gardens is a unique combination of rental and ownership housing. It consists of 16 "sweat-equity" homes and 20 two- and three-bedroom family apartments. Developed by the Housing Authority, this development received funding from over five different sources. The Morgan Hill Redevelopment Agency provided a loan to purchase the site as well as second mortgages for the owner-builders.
- Sunrise Meadows is a 60-lot subdivision of single family, detached, for-sale housing. Thirty-six homes were contractor built and restricted for sale to moderate-income families. Twenty-four homes were built with "sweat equity" for owner ship by very low and low-income families. South County Housing was the developer. The Morgan Hill Redevelopment Agency purchased the subdivided land for the developer, then rolled a portion of the repayment into secondary financing for owners with lower incomes.
- Depot Commons is a transitional housing complex consisting of three single-family style homes actually designed to house 4 single parent families in each building. Residents share living and kitchen areas. There is an on-site day-care center and residents are also provided appropriate supportive services. The complex was built and is managed by South County Housing. The Morgan Hill Redevelopment Agency purchased the land, relocated the existing residential tenants and demolished the existing three substandard homes before leasing the land to South County Housing for $1 per year. The Agency also provided the construction financing.
- Skeels Building — This development removed a blighted building and squalid housing for more than 50 tenants from a

prime downtown corner and replaced it with a two-story, mixed-use commercial/residential structure and parking lot designed to be a catalyst for new private investment into the historic downtown area. The new building consists of 3,500 square feet of commercial space and 13 studio apartments available to households of very low-incomes. The developer was South County Housing. The Morgan Hill Redevelopment Agency purchased the land, relocated the residential and commercial tenants, removed the substandard housing and built the parking lot before leasing the site to the developer for $1 per year. It also provided predevelopment and construction financing.

- Crest Avenue Apartments — Crest Avenue is surrounded by schools, parks, youth and senior activity centers, and some commercial uses. Previously it was dominated by 10 individually owned, contiguous fourplexes. The apartments were notorious for gangs, graffiti and overcrowding. With the help of a number of individuals and agencies, seven of the own ers eliminated the overcrowding and rehabilitated the apartments and grounds to give the appearance of a larger develop ment. They also entered into an Owner Participation agreement that requires all of the improvements and structures to be aggressively maintained and managed for the next 20 years. South County Housing was the developer/manager. The Morgan Hill Redevelopment Agency was the primary funding source for this neighborhood improvement project.
- Cochrane Village — This rental housing development, built in two distinct phases, now totals 96 large apartment units for very low and low-income households. The family complex provides on- site day-care and recreational facilities. It is located within the boundaries of Morgan Hill's largest industrial park and is adjacent to a shopping center, so that residents have the opportunity to walk to work and shopping. Ecumenical Association for Housing was the developer. The Agency provided "gap" financing to this Low Income Housing Tax Credit project.
- Villa Ciolino — Located just one block south of the main intersection accessing the downtown, this slum elimination proj ect will remove 21 substandard housing units consisting of 16 mobile homes, one house and two duplexes, while retaining and rehabilitating 2 fourplexes. Thirty-four new family apartments will be built to replace the lost housing. The development will be developed in two phases in order to minimize the relocation impacts. The developer, South County Housing, will also provide a 120 foot wide parkway centered on a creek which transverses the property. The Morgan Hill Redevelopment Agency is providing predevelopment and acquisition funding for this Low Income Housing Tax Credit project.
- Senior Housing Repair Program — This is a grant program providing repair and maintenance funds to owner-occupants of homes, including mobile homes, who reside within city limits and are 60 years of age or older. Grants are limited to house holds with incomes of 50% of median or less. Funds are paid for materials purchased and installed, and for work performed by licensed contractors. Grants are limited to a maximum of $5,000, but previous recipients may reapply, if needed, after four years.

Mountain View

- The City facilitated the rezoning of a boutique shopping mall into a mixed-density TOD. The city worked with the owner of a failed shopping center to rezone the 16-acre site to high density residential. Originally a density range of 30-50 DUA was specified for the site, because the city wanted to maximize the advantage of the site's proximity to a planned Caltrain station. It was anticipated that densities could go lower or higher on a part of the site if densities on another part of the site could com pensate with an accordingly lower/higher density. The density range was eventually reduced to 21-40 DUA at the request of the developer. The project has been developed with 350 total units, and features small lot single family product at 12 DUA, townhouses at 14, high density townhouses at 20, and condominiums at 70.
- The City facilitated the rezoning of a 1950s-era industrial area to a mixed-density TOD. The city encouraged GTE to consider selling 40 acres of surplus industrial property for residential development, and subsequently rezoned the site to medium high density residential (12-14.5 DUA). The site has the advantage of being large enough to create a complete new neighbor hood,and is surrounding the site of a new LRT station. The required dedication and development of two public mini-parks in proximity to the new LRT station provides a neighborhood focal point. The 525-unit development has been completed by a group of three residential developers, and features single family product at 7-10 DUA, small lot single family 11-14, townhouses at 12-14, and high density townhouses 15-25.
- The City facilitated the rezoning of a 1940s-era service commercial/small industries area to a medium-density TOD. In 1994, the city adopted new zoning for a subject area next to Mountain View's downtown that had previously been developed with a variety of railroad-oriented service commercial and small industrial uses. The rezoning allows for small lot single family and low density townhomes (15-25 DUA) on most of the site, with allocations made for the new multi-modal (train and bus) station and the transit-oriented commercial and office development immediately adjoining it. Two residential developments totaling 70 homes have been developed under the new zoning, with potential for 150 additional homes remaining.
- Incentive zoning to encourage lot assembly and redevelopment of a 1940s-era highway commercial and residential area to more affordable, higher-density housing. The new zoning for the 15 acre subject area has a base density of 21 DUA, with a 25% bonus on properties aggregated to 5 acres or more, and another 25% bonus if VLI/LI homes are incorporated.
- Rezoning of certain former arterial commercial areas to mixed use. A recent example of this ongoing policy implementation includes 76 townhouse units over and behind 12,000 feet of retail and office space on a 5-acre site. Project zoning allows and encourages mutual access, parking and some shared amenities and site features.
- Rezoning of a former travel trailer park site to high density residential. The city rezoned an area occupied by travel trailer parks and mobile home sales yards to high density (60-100 DUA) residential tower development. Initial condominium

product was constructed in the early 90s at 70 DUA, and an additional 266 tower-style units in two buildings were recently approved. The site includes office development, is located within four blocks of the Caltrain station, and is near the city's timed-transfer bus center.

Palo Alto

- Comprehensive Plan, Housing Program H-20 — Calls for 10% to 15% (depending on project size) of the proposed homes to be made available to households of low to moderate incomes. This program applies to both rental and owner ship housing. Although an in-lieu fee can be used, residential units are always the priority.
- Section 8 Housing — During the past year the City of Palo Alto has been successful is preserving 213 Section 8, at risk units. These homes were at risk of transitioning to market rate units. Purchase of these homes by local nonprofit housing organizations with assistance from the City and its funding sources has maintained a limited resource in this City.
- Commercial Housing Fee — The City also has a commercial housing fee which requires new non-residential developments of 20,000 square feet or greater to contribute to the City's housing fund. The fee is calculated on a square foot basis.

Redwood City

- The City rezoned the downtown district and two major transit corridors (El Camino Real and Woodside Road) to allow mixed use (residential and commercial) development. The City hopes to attract transit-oriented developments (TODs) to the downtown, close to (or linked to) its Sequoia Station Multi-Model Transit/Retail Hub (CalTrain/Samtrans) Facility and near the City's recently proposed downtown Multi-Theater/Retail Complex.
- Encourage TOD — New and anticipated TODs in these areas include City Center Plaza (81 affordable rental units and 17,000 square of feet of retail on 1.7 acres), Franklin Street Project (506 multi-family units and 43,570 square feet of retail/office on 13 acres), and a proposed JPB
- Livable Communities development (project specifics as yet undetermined).
- The City rezoned roughly 26 acres of land within its Marina Park Neighborhood from commercial to mixed-use district. New developments include Marina Point Condominiums (46 units on 3 acres) and The Villas Apartments & Marina (155 rental units on 5 acres & 100-slip marina on 7 acres).
- As part of Redwood City's General Plan update, planning staff also intends to explore other potential mixed-use rezoning opportunities within the City's underutilized commercial and industrial zoning districts.

Santa Clara

- Fairway Glen Golf Course Conversion — The City replaced this golf course on a closed landfill and has built 1,200 apartments, a 10-acre park and a 40-acre open space preserve on the old course. An additional 223 units of affordable single room occupancy and family housing is proposed on the last phase adjacent to the Lick Mill Light Rail Station.
- El Camino Mixed Use — A portion of an older trailer and RV park fronting on El Camino Real was redeveloped for ground floor retail with two story apartments above. The remaining park was upgraded as a mobile home park.
- School Site Reuse — Between 1965 and 1985, the Santa Clara School District lost half of its student enrollment. Six schools averaging ten acres each were approved for housing redevelopment in developments ranging from townhouses at 12 units per acre to three story apartments over parking at 30 units per acre.
- Surplus City Land - On a ten acre City parcel, Redevelopment Agency Housing Funds were used to subsidize 32 affordable single family homes in a subdivison of 320 homes. The developer was able to build fourteen additional homes on the City land and scatter the affordable units throughout the development.

SILICON VALLEY LAND SUPPLY MAPS

Campbell

Building Sustainable Communities:
Housing Solutions for Silicon Valley

Downtown
Housing Opportunity Sites
Redevelopment Areas
Specific Plan Areas
Census Tracts Lacking Re-Use Data
Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:
0 - 2 acres
2 - 4 acres
4 - 10 acres
10 - 40 acres

Highways
City Limits
Streets

280
17
85
San Jose
Hamilton
Campbell Expansion Area
Campbell
1st
Bascom
San Tomas
Elam
Westmont
Hacienda
San Tomas Area
Winchester
San Jose
Los Gatos

0 0.25 0.5 0.75 Miles

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Cupertino

Los Altos

Sunnyvale

Santa Clara

Cupertino

San Jose

Saratoga

85

280

Cristo Rey

Foothill

Stevens Canyon

Mc Clellan

Stelling

De Anza Blvd.

Stevens Creek

Town Center

Wolfe

Vallco Park

Tantau

Bollinger Rd.

Regnart

Housing Opportunity Sites

Specific Plan Areas

Census Tracts Lacking Re-Use Data

Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

0 - 5 acres

10 - 15 acres

20 - 40 acres

81.0 acres

Highways

Urban Service Area Boundary

Streets

City Limits

0 0.25 0.5 0.75 1 Miles

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Gilroy

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Los Altos

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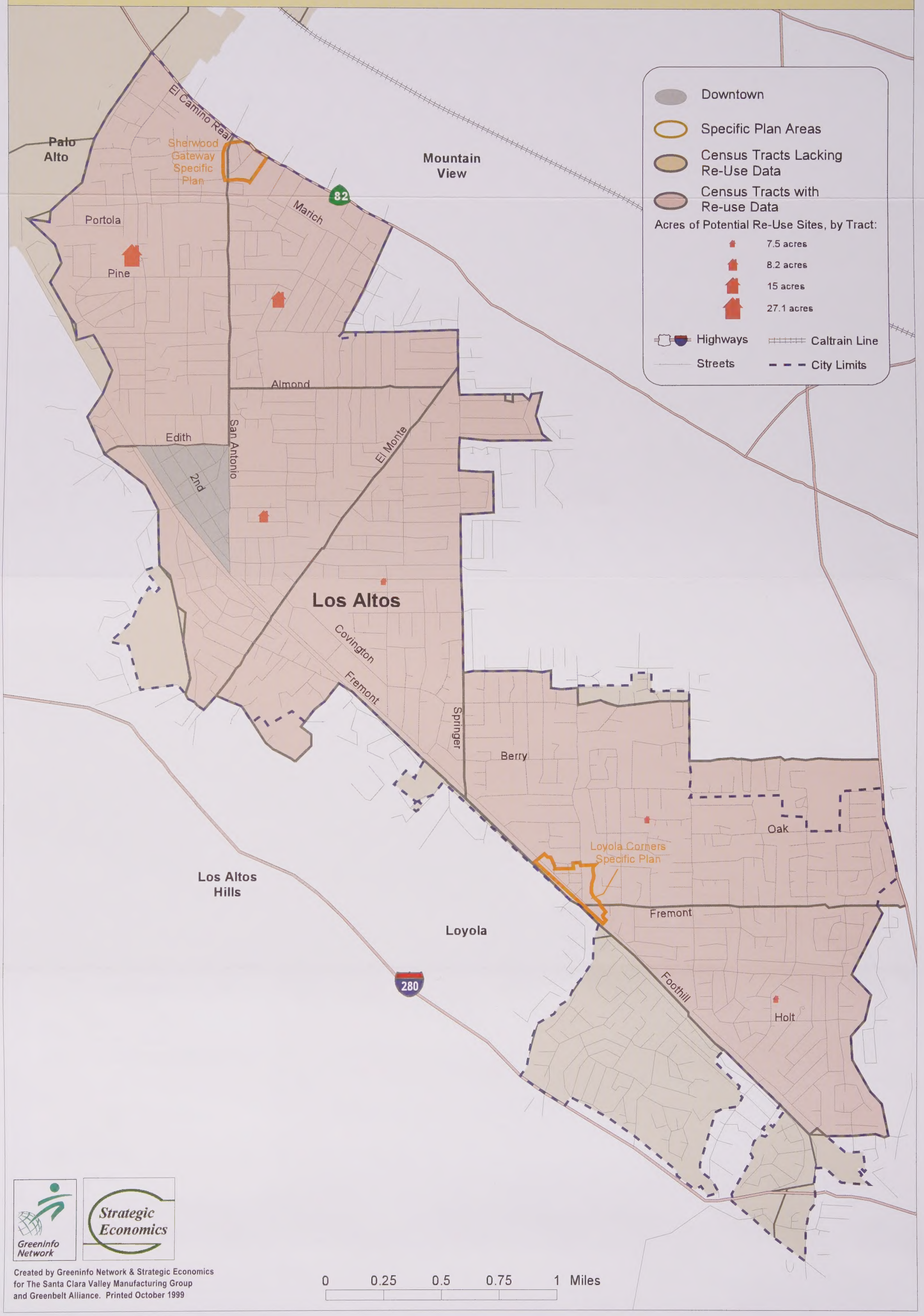

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Housing Solutions for Silicon Valley

Los Altos Hills

Palo Alto
Arastradero
Arastradero
Moon
Fremont
Purissima
Los Altos Hills
Los Altos
82
Robleda
280
Altamont
Central
Taaffe
El Monte
Altamont
Moody
Magdalena
Loyola

Housing Opportunity Sites

Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

71.0 acres

198.8 acres

Highways

City Limits

Streets

0 0.25 0.5 0.75 1 Miles

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Los Gatos

Saratoga

Wedgewood

More

Winchester

University

San Jose

Monte Sereno

Blossom Hill

Harwood

Topping

Hernandez

Santa Cruz

Saratoga

Los Gatos

Downtown Specific Plan/ Redevelopment Area

Los Gatos

Forrester

Phillips

Hillside Specific Plan

Highland

Guadelupe

85

9

17

- Los Gatos
- Downtown
- Redevelopment Areas
- Specific Plan Areas
- City Limits
- Highways
- Streets

0 0.25 0.5 0.75 1 Miles

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Milpitas

Fremont
Dixon Landing
Milpitas
Jacklin
Old Calaveras
Calaveras
Harrison
Paseo Refugio
Main
Calaveras
Milpitas
Yellowstone
Ames
238
Mc Carthy
Barber
Abel
Curtis
680
San Jose
I-880
880
Milpitas
Montague
Capitol
V. T. A.
Sycamore
San Jose

0 0.5 1 1.5 Miles

- Downtown
- Housing Opportunity Sites
- Redevelopment Areas
- Specific Plan Areas
- Census Tracts Lacking Re-Use Data
- Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

- 15 acres
- 215.6 acres

Highways — VTA Line
Streets — City Limits
Urban Growth Boundary

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Housing Solutions for Silicon Valley

Monte Sereño

Census Tracts Lacking Re-Use Data

Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

37.5 acres

71.8 acres

Highways

City Limits

Streets

85

Los Gatos

Saratoga

Quito

Karl

Vineland

Daves

Monte Sereno

Daves

Greenwood

9

Ridgecrest

Los Gatos

0 0.25 0.5 0.75 Miles

17

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Housing Solutions for Silicon Valley

Morgan Hill

Morgan Hill
Downtown
Housing Opportunity Sites
Redevelopment Areas
Specific Plan Areas
Highways
Caltrain Line
Streets
City Limits

San Jose
Peet
Monterey
Cochran
Morgan Hill
Diana
Llagas Valley Plan
Llagas
Hale
Central
Main
Morgan Hill
Depot
Dunne
101
Murphy
Tennant
San Pedro
82
Railroad
Barrett
Monterey
Caltrain
De Witt
Edmundson
Maple
Middle
Sunnyside
Watsonville
Monterey
San Martin
Atherton
San Martin

0 0.5 1 1.5 Miles

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Housing Solutions for Silicon Valley

Mountain View

Mountain View
Palo Alto
Los Altos
Sunnyvale
Crittenden
Charleston
Shoreline
Middlefield
Rengstorff
Castro
Ortega
California
Latham
Caltrain
Moffett
Bayshore
V.T.A.
Whisman Area Plan
Whisman
Evelyn
Central
Calderon
Downtown Revitalization District
El Camino Real
Sylvan
Brookdale
Barbara
Phyllis
Grant
Cuesta
Miramonte
Levin
Bryant
101
82
85
237

Mountain View
Downtown
Housing Opportunity Sites
Redevelopment Areas
Specific Plan Areas
Highways
Transit Line
Streets
City Limits

0 0.5 1 Miles

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Palo Alto

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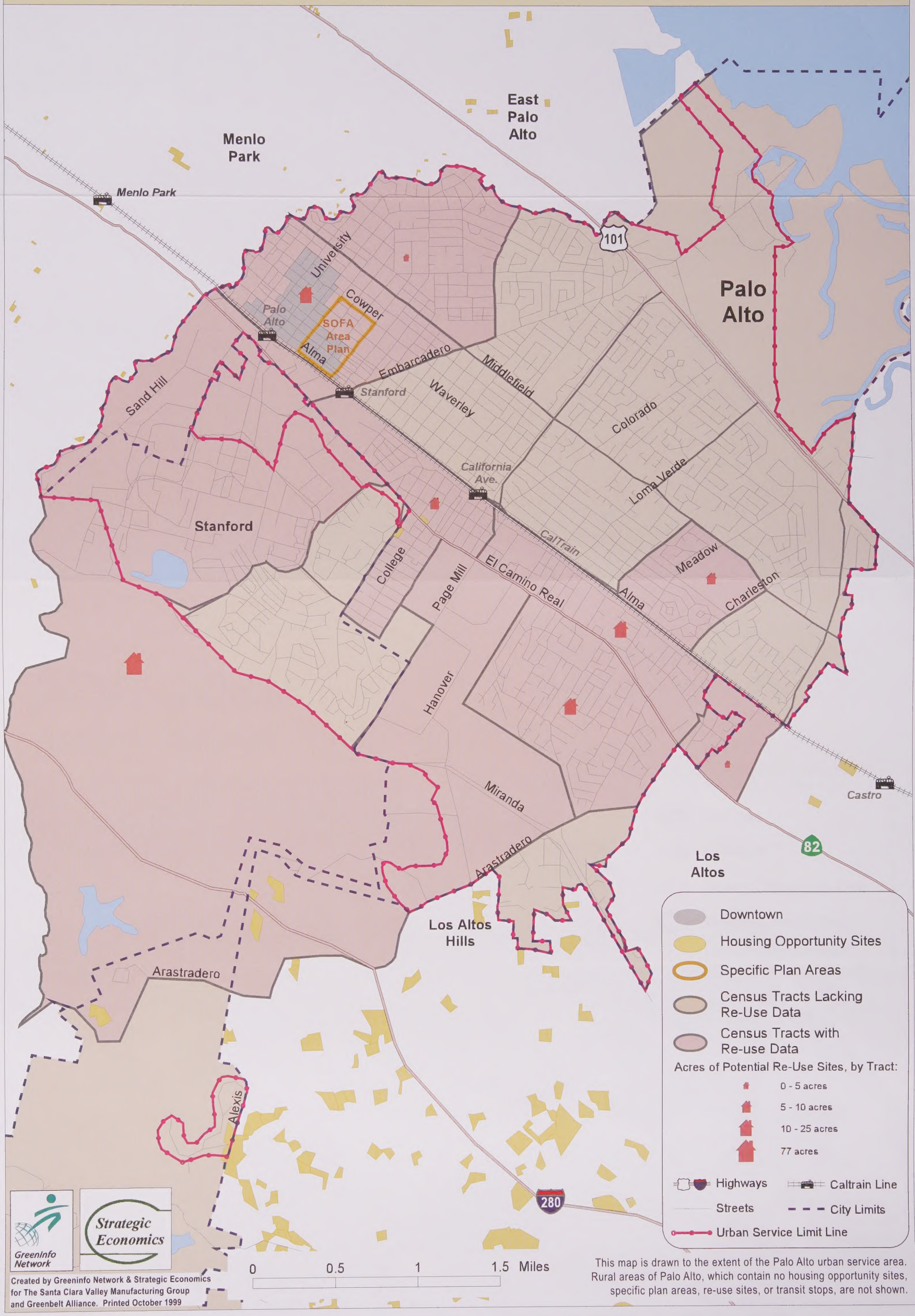
Housing Solutions for Silicon Valley



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This map is drawn to the extent of the Palo Alto urban service area. Rural areas of Palo Alto, which contain no housing opportunity sites, specific plan areas, re-use sites, or transit stops, are not shown.

San Jose

Eastern Section

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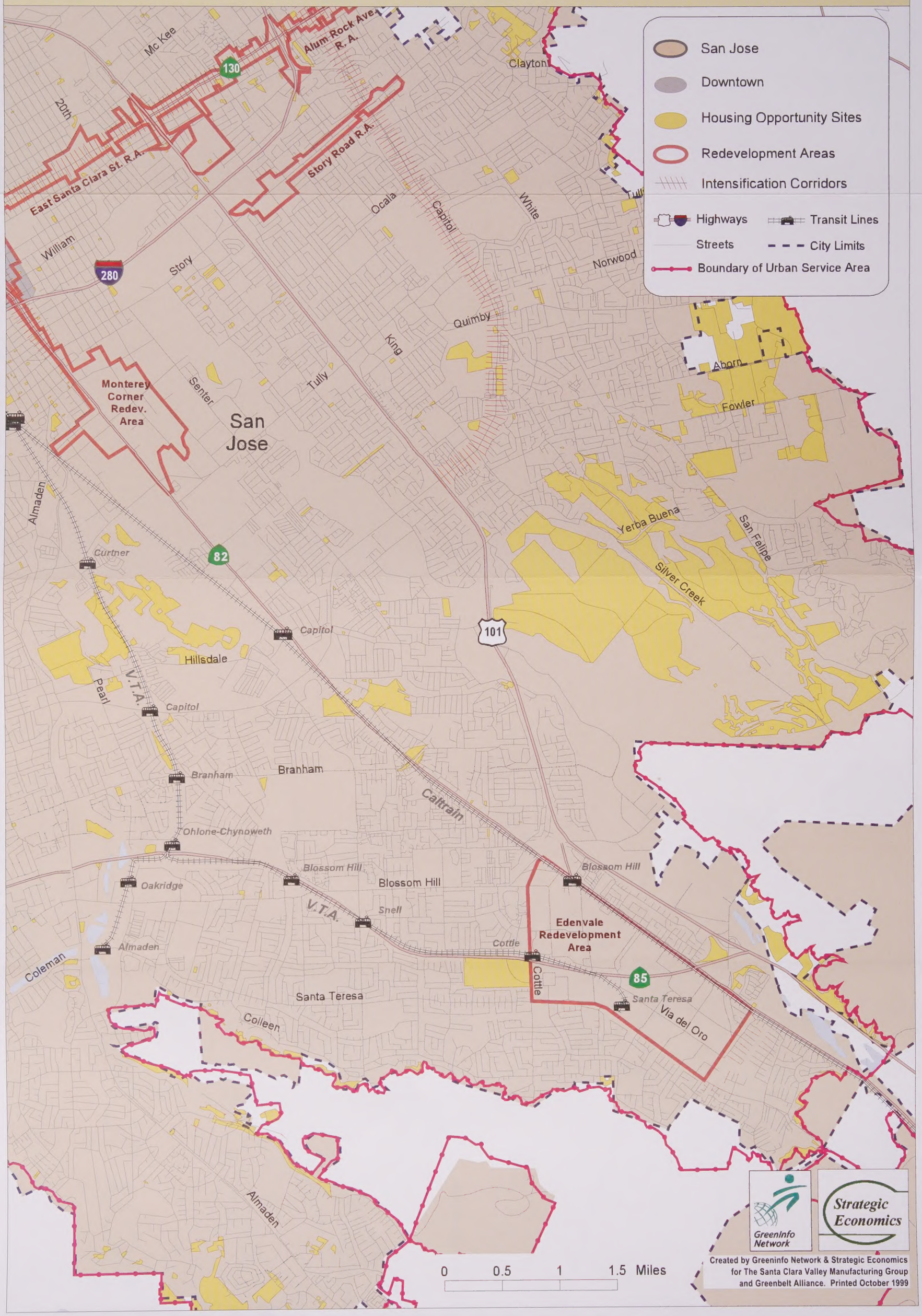
Housing Solutions for Silicon Valley



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Building Sustainable Communities: Housing Solutions for Silicon Valley

San Jose

Northern Section

San Jose
Downtown
Housing Opportunity Sites
Redevelopment Areas
Intensification Corridors
Highways
Transit Lines
Streets
City Limits
Boundary of Urban Service Area

State
Los Esteros
Taylor
Rincon de los Esteros Redevelopment Project
237
Bay-pointe
C Street
I 880
880
V.T.A.
Milpitas
680
Lick Mill
Santa Clara Champion
Tasman
Zanker
River Oaks
Orchard
Trimble
Bonaventura
Component
V.T.A.
Zanker
Karina
Metro/Airport
Gish
Airport
Hedding
Civic Center
Santa Clara
Amtrak
Caltrain
Santa Clara
Japantown Redevelopment Project
Washington
21st
Alum Rock Ave
Murphy
Lundy
San Jose
Bertyessa
Mabury
Jackson
Mc Kee
Capitol
Capitol
Hostetter
Morrill
Cropley
Piedmont
Sierra
Suncrest
Alum Rock Falls
East Foothills
130
White
Story
Story Road
Marten

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0 0.5 1 Miles

San Jose
Western Section

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Housing Solutions for Silicon Valley

Sunnyvale
Caltrain
Amtrak
Santa Clara
Gish
880
V.T.A.
9th
Civic Center
Japan-town
Downtown Redev. Area
Japantown/Ayer
College Park
Saint James
Santa Clara
Paseo de San Antonio
Convention Ctr.
Park
82
The Alameda
San Jose Amtrack/ Caltrain
West San Carlos St.
Children's Discovery Museum
Virginia
Forest
Stevens Creek
Monroe
Burbank
Race
280
Winchester
Cupertino
Willow
Tamien Caltrain/ V.T.A.
Eden
Southwest
Doyle
Rainbow
Payne
Prospect
Saratoga
Hamilton
Dry Creek
Curtner
San Jose
Saratoga
Grimsby
Campbell
17
Meridian
Hillsdale
Potrero
Bascom
Jarvis
85
Camden
Branham
Kooser
Coleman
Los Gatos
Camden

- Downtown
- Housing Opportunity Sites
- Redevelopment Areas
- Intensification Corridors
- Census Tracts Lacking Re-Use Data
- Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

- 2.4 acres
- 5.0 - 5.1 acres

- Highways
- Transit Lines
- Streets
- City Limits
- Boundary of Urban Service Area

0 0.5 1 1.5 Miles

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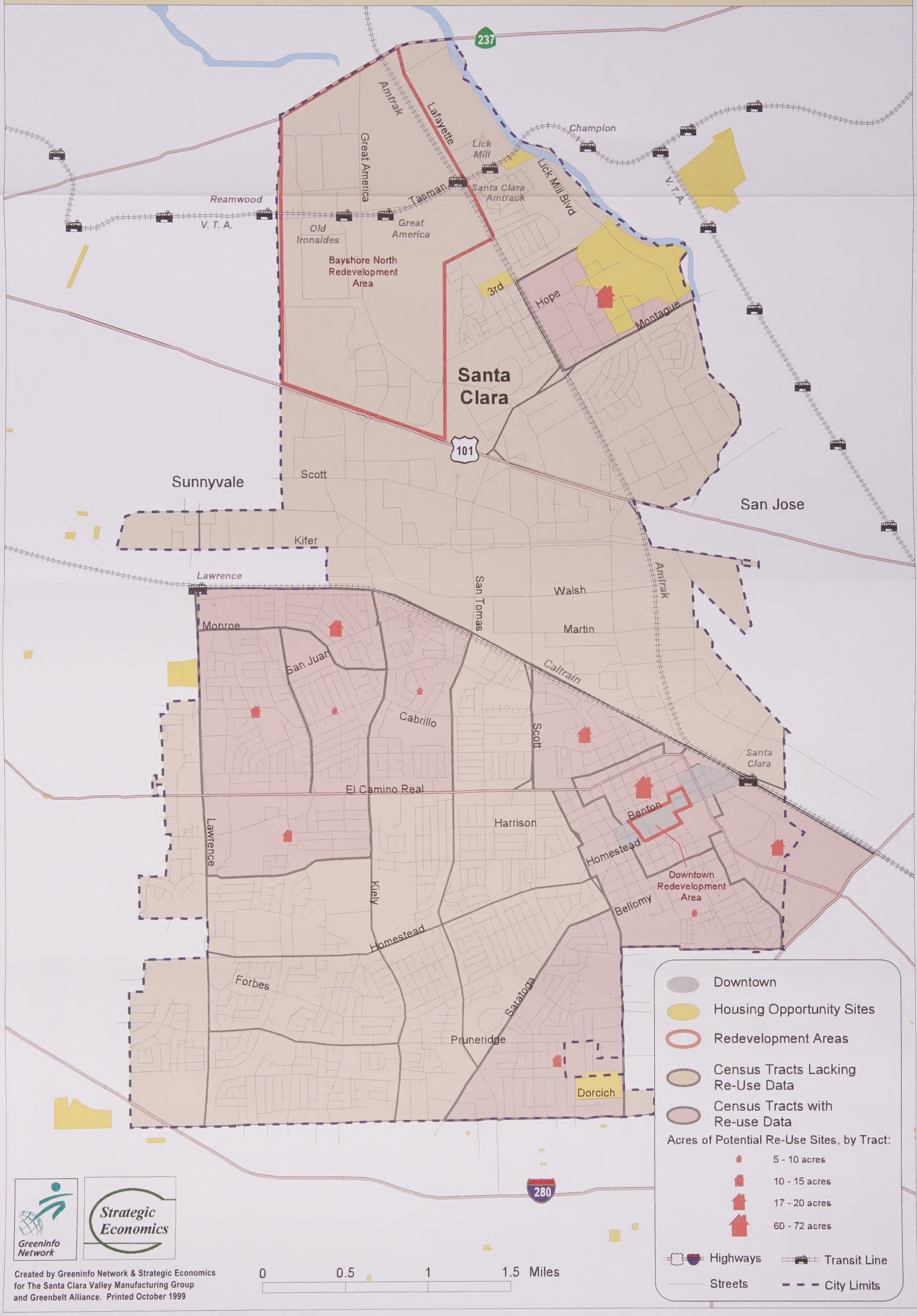
Housing Solutions for Silicon Valley

Santa Clara



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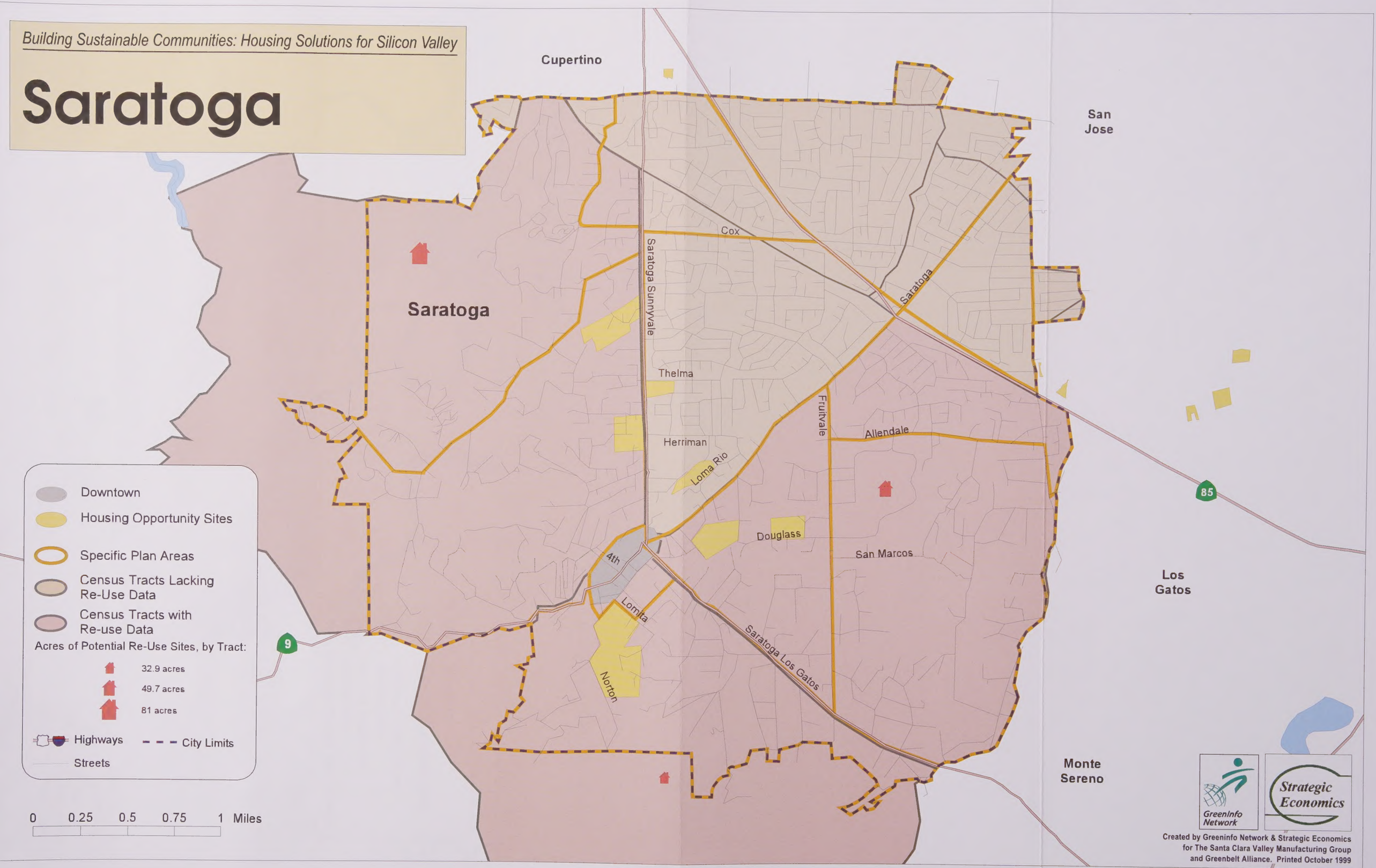
Saratoga



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Sunnyvale

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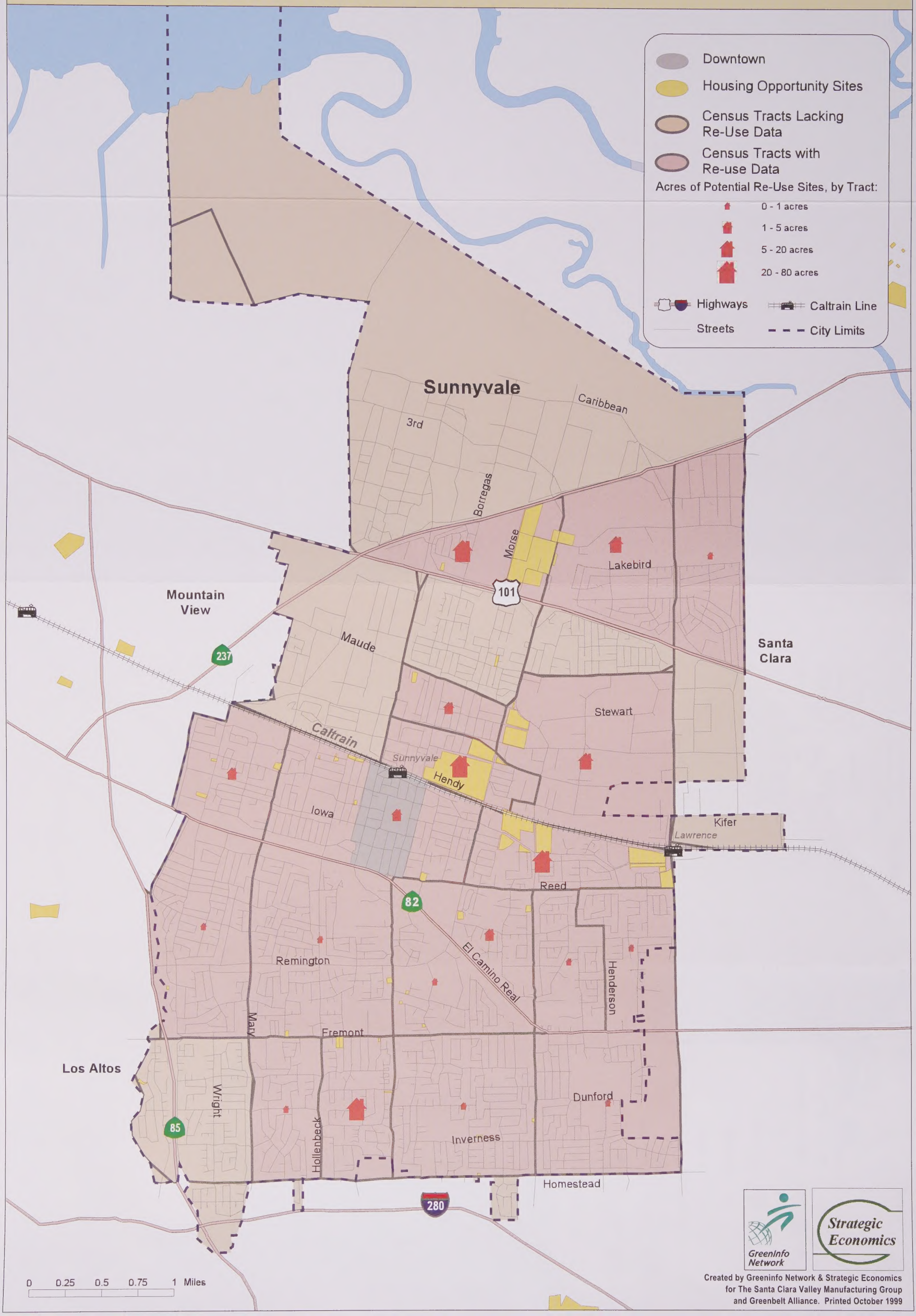
Housing Solutions for Silicon Valley



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Fremont

Union City
Newark
Fremont
San Jose
Milpitas
Boyce
Durham
Niles
Decoto
Amtrak
Mowry
Blacow
Central
Peralta
Walnut
Stevenson
Olive
Mission
Morrison Canyon
Niles Redevelopment Project
Centerville Redevelopment Project
Irvington Redev. Project
84
238
680
880

Redevelopment Areas
Census Tracts Lacking Re-Use Data
Census Tracts with Re-use Data
Acres of Potential Re-Use Sites, by Tract:
< 1 acre
6.3 acres
11.0 acres
Highways
Amtrak Line
Streets
City Limits

0 0.5 1 1.5 2 Miles

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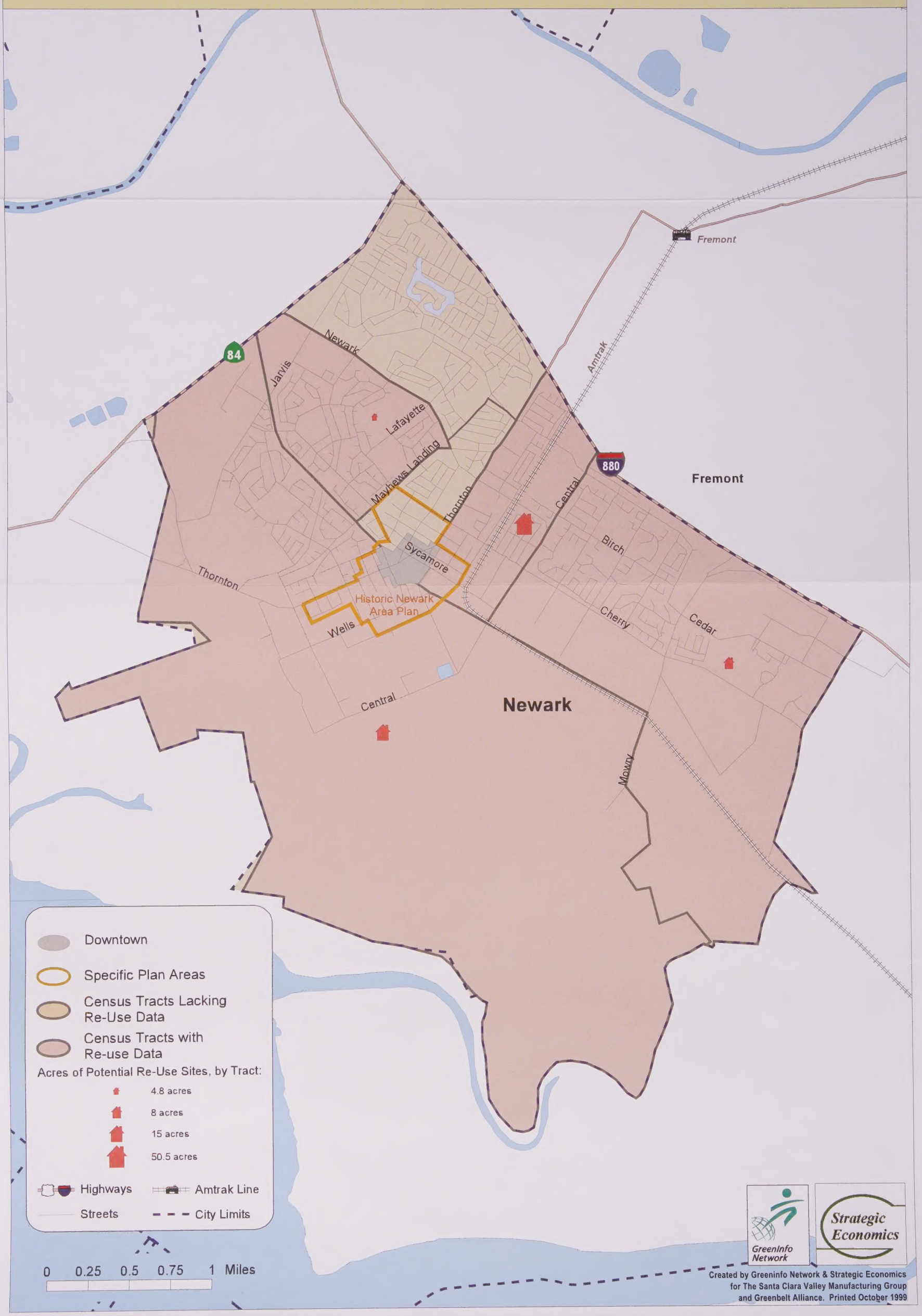
Housing Solutions for Silicon Valley

Newark



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Building Sustainable Communities: Housing Solutions for Silicon Valley

Union City

Hayward

Union City

Fremont

238

880

84

Whipple

Railroad

7th

Decoto

Mission

O Connell

Central

Amtrak

Alvarado Niles

Union City

Tidewater

Alvarado

Dyer

Lowry

Union City Blvd.

0 0.5 1 1.5 Miles

- Downtown
- Housing Opportunity Sites
- Redevelopment Areas
- Census Tracts Lacking Re-Use Data
- Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:

- 4 acres
- 5 acres
- 7 acres
- 18.7 acres

- Highways
- Streets
- Amtrak Line
- City Limits

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Housing Solutions for Silicon Valley

East Palo Alto

84
109
114
101
Newbridge
Four Corners Redevelopment Area
East of Four Corners Redevelopment Area
Bay
Weeks
Runnymede
Cooley
University Avenue
Donohoe
Clarke
Gateway 101 Redevelopment Area
University Redevelopment Area
Bayshore
Camellia
East Palo Alto
Menlo Park
Palo Alto

Downtown
Housing Opportunity Sites
Redevelopment Areas
Census Tracts Lacking Re-Use Data
Census Tracts with Re-use Data
Acres of Potential Re-Use Sites, by Tract:
1.8 acres
48.9 acres
Highways
Streets
City Limits

0 0.25 0.5 0.75 1 Miles

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Menlo Park

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Housing Solutions for Silicon Valley

Downtown
Housing Opportunity Sites
Redevelopment Areas
Census Tracts Lacking Re-Use Data
Census Tracts with Re-use Data

Acres of Potential Re-Use Sites, by Tract:
1.7 acres
88.2 acres

Highways
Caltrain Line
Streets
City Limits

Redwood City
Las Pulgas
Bayfront
Willow
84
101
109
114
Las Pulgas Redevelopment Project Area
North Fair Oaks
East Palo Alto
82
Middlefield
Menlo Park
Caltrain
El Camino Real
Valparaiso
Santa Cruz
Middle
Atherton
Palo Alto
Stanford
Monte Rosa
Sand Hill
280

0 0.5 1 Miles

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Redwood City

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